



Making Citizen's Charter Effective in Public Organizations of Bangladesh: Rhetoric or Reality?

A study of Department of Immigration and Passports

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By
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Dedicated

to my parents

Abdur Razzaque and Shahana Akter

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Abstract

Citizen's Charter (CC), as a means of improving public service delivery has become popular around the world since the 1990s. In order to change administrative rigidity and enhance responsiveness of public organizations to society, the Government of Bangladesh (GOB) introduced CC in 2007. The principal objective of this study is to assess the effectiveness of this CC program. It also attempts to explore and analyze the factors and actors that may have bearing on the effectiveness of CC program in public organizations. The focus of this study is the Department of Immigration and Passports (DIP) of GOB.

Pertinent literature review revealed that public service delivery qualities are improved through tools like CC and are usually measured looking at some indicators. In this study the effectiveness of CC is measured by five service quality dimensions. These are timeliness, accessibility, responsiveness, cost effectiveness, and grievance redress mechanism. Two independent variables i.e., organizational culture and human resource have also been identified and discussed that may influence the extent of effectiveness of CC initiative.

Combinations of quantitative and qualitative methods have been used in this study. As for data collection tools, semi structured interviews with both open and close ended questions, observation, and documentary analysis were used. Two different sets of questionnaires were used to obtain primary data from both service providers and service seekers of DIP.

The findings of this study revealed that citizen's charter at DIP largely successful in providing required information to the service seekers and successful to some extent in ensuring accessibility to concerned officials. However, it was also disclosed that service seekers sometimes find the officials unfriendly and unresponsive. Moreover, it was found that service provision is costly and complaint system is fully non-functional. All these indicate that the quality of service provision at DIP is yet to be satisfactory leading to conclusion that the goals of CC are not fully realized so far.

This is because of the organizational culture of DIP which is still traditional. In fact, two indicators of rigid traditional organizational culture i.e., high power distance and strong uncertainty avoidance tendency are existent and affecting the outcome of CC implementation at DIP.

Furthermore, the findings also revealed that human resources at DIP is inadequate in number and even the available personnel are lack of socialization with the ethos and principles of CC. As a result DIP personnel are less committed to CC goals subsequently negatively contributing to achievement of CC goals.

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List of Abbreviations

ADB	Asian Development Bank
BCS	Bangladesh Civil Service
BDT	Bangladeshi Taka
BPS	Bangladesh Public Service
CC	Citizen's Charter
CG	Care taker Government
DFID	Department of International Development
DIP	Department of Immigration and Passports
GOB	Government of Bangladesh
IGS	Institute of Governance Studies
JICA	Japan International Cooperation Agency
MAH	Ministry of Home Affairs
MRP	Machine Readable Passport
NPM	New Public Management
OECD	Organization for Economic Cooperation and Development
PARC	Public Administration Reform Commission
PRO	Public Relation Officer
PRSP	Poverty Reduction Strategy Plan
RPOD	Regional Passport Office Dhaka
RPOJ	Regional Passport Office Jessore
SB	Special Branch
TIB	Transparency International Bangladesh
TQM	Total Quality Management
UK	United Kingdom
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development
WB	World Bank

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CHAPTER 1

Introduction

1.1 Introduction

Citizen's Charter¹ (CC), as a tool of New Public Management² (NPM) endeavors to improve the quality³ of public service delivery⁴. Government of Bangladesh⁵ (GOB) has adopted CC aiming to bring efficiency and effectiveness within its service delivery system thereby raising the quality of administrative performance at the point of contact. The purpose of this study is to explore and analyze the factors and actors that affect the effectiveness of CC program in public organizations in Bangladesh. In order to do so, the current study focuses particularly on the Department of Immigration and Passports⁶ (DIP), one of the largest public interface departments of GOB. In this study the effectiveness of the CC is measured on the basis of service quality⁷ of DIP. As an NPM strategy CC fosters responsiveness, promptness, transparency, accountability, accessibility and openness (Prior 1995; Willett 1996; Falconer and Ross 1999; Drewry 2005; Haque 2005; Torres 2006) thereby ensures quality and standards of public services. Thus, on the basis of field visits, interviews with the stakeholders (both officials and service seekers) and documentary analysis this study aims at exploring the quality of DIP services as well as factors and actors that expedite or impede the effectiveness of CC in DIP.

¹ CC is a written document of an organization through which an organization makes commitment to its clients regarding standard of services, information, choice and consultation, non-discrimination and accessibility, grievances redress, courtesy and value for money.

² New Public Management is a management philosophy used by governments throughout the world since the 1980s in order to make the public sector efficient and cost effective.

³ Haywood- Farmer (1990, p. 3) as cited by Lovell (1992) defines quality as, 'services that meet customer preferences and expectations.'

⁴ 'Public Service Delivery is a set of institutional arrangements adopted by the government to provide public goods and services to its citizens. Public services delivery has been one of the key functions of the public sector which uses civil service bureaucracies as the instrument for the delivery of services' (World Development Report, 2004 cited in Tamrakar 2010).

⁵ Bangladesh, a South Asian Country, got her independence in 1971 from Pakistan.

⁶ The Department of Immigration and Passports is an attached department under the Ministry of Home Affairs of the Government of the People's Republic of Bangladesh.

⁷ Service quality means 'the consumer's overall impression of the relative inferiority/superiority of the organization and its services' (Rust & Oliver, 1994, p.77).

1.2 Background of the study

Every government wants to gain trust and support of its citizens by providing effective and efficient public services. Governments therefore, take various approaches to bringing changes within their existing system of administration. In recent years, a market-based assumptions, principles and structures are increasingly becoming influential in theory and practice of public governance. These may collectively be referred as New Public Management. In fact, as a management philosophy, NPM stresses upon hands-on professional management, explicit standards and measures of performance and value for money. The last and important addition to this list is closeness to the customer *i.e.*, citizens (Rhodes 1996, p.655). Various scholars contend that traditional administrative system is ineffective, insensitive, inefficient, and often hostile to the people whom they claim to serve (Osborne and Plastrik 1997; Rhodes 1997; Peters 1996; Osborne and Gaebler 1992; Hood 1991; Pollitt 1991 cited in Beniwal 2005). Due to their adherence to traditional and process oriented administrative systems, governments of different countries have been suffering from demoralized employees, poor service qualities, ineffectiveness and inefficient bureaucrats. For being a poor service deliverer, many public service organizations such as health, education, defense etc. in different countries have been losing their customers’⁸ trust and satisfaction subsequently affecting not only the position of a particular government but also the whole politico-economic nomenclature of a country. Beniwal (2005) mentions that ‘the fast growing bureaucracy followed by increasing degree of dissatisfaction among citizens and fiscal crises have led to a search for a model of governance which not only promotes efficiency and economy in administration but also treats service delivery to the satisfaction of its user as the central concern’. The Citizen’s Charter of the United Kingdom (UK) was the end of this search.

Like other developing countries, GOB introduced CC in 2007 as a part of its reform initiative in all governmental departments and organizations with the stated goal of providing its citizens with high quality service remaining within the ambit of transparency, responsiveness and accountability. “Citizen’s Charter” of Bangladesh promises to its citizens the bringing of efficiency and effectiveness throughout its entire

⁸ The term ‘customer’ ‘citizen’ ‘client’ and ‘service seeker’ will be used interchangeably in this thesis.

service delivery sector. Through this administrative reform⁹ initiative, GOB also wanted to provide more user-friendly public services through improvement in the performance of its public officials.

“According to the Constitution of the Peoples Republic of Bangladesh, “all powers in the Republic belong to the people” and “every person in the service of the Republic has a duty to strive at all times to serve the people” (Khan 2008). GOB has nearly one million (UNDP ¹⁰ Report, 2007) personnel responsible for managing its civil service. In Bangladesh, the bureaucracy with its British colonial legacy is often considered to be a closed system. It tends to resist change and reject innovation as well. Citizens, on the other hand, are becoming dissatisfied with the poor service quality of the government offices. In Bangladesh, people have to wait for a long period in the public offices for small, simple or petty clerical work. They face many hurdles (bribe, *tadbir*¹¹, oiling) to get their job done by the public employees. It is a daily picture of many public offices in Bangladesh. Zafarullah and Siddiquee (2001) noted that the public sector of Bangladesh not only rides with various dimensions of corruption such as bribery, rent-seeking and misappropriation of funds but also the performance of public organization is adversely affected by excessive lobbying, delays in service provision, pilferage and larceny, irresponsible conduct of officials, bureaucratic intemperance, patronage and clientelism. According to the UNDP Report (2007), while trying to receive the public services, people experience unnecessary harassment, uncourteous behavior of the civil servants, who keep customers waiting for hours before attending to their needs. The members of the civil service are, by and large, unwilling to correct mistakes, and often make unabashed approaches for pecuniary benefits.

To bring changes in the stubborn nature of the bureaucratic system and regain people's trust, GOB has been introducing new techniques and tools in government office for the last few decades. Since independence in 1971, the government constituted 17 Reform Commissions or Committees with a view to reorganizing/ reforming civil service and public sector in order to solve the aforementioned hurdles of public service. In spite of

⁹ Reforms in this context means “those efforts which call for or lead to major changes in the bureaucratic system of a country intended to transform the existing and established practices, behaviors and structures within it” (Khan:1980, p.57)

¹⁰ UNDP stands for United Nations Development Programme

¹¹ *Tadbir* means lobbying to influence behavior of people towards particular person to get favorable treatment and service from him.

significant efforts, the Bangladesh Civil Service¹² (BCS) is still largely caught in traditional concepts of public administration and civil service (UNDP report, 2007). In recent years, some strategic inventions have been taken by GOB for breaking the traditional way of service delivery system and generating modern ways of delivering public services. In this regard, the introduction of CC is considered as a way forward for appropriate initiative by the GOB. It is thought that the introduction of CC would help bringing about accountability and transparency in the administration and reduce harassment of the clients while seeking services in such departments and bodies [The Daily Star¹³, 2008-06-10 (online edition)]. By ‘bringing the government closer to the people, public officials are expected to have a greater ability to recognize, interpret and satisfy more precisely citizens’ needs and demands for public goods and services’ (Evans 1997; Tendler 1997; Montero and Samuels 2004 in Montalvo 2009 cited in Acharya 2010).

1.3 Statement of Research Problem

At present approximately 80 percent of public offices display their CC as a condition set by the government (JICA¹⁴ 2009). In spite of such displays, many Bangladeshi public service seekers are still unaware about it and many of them become victim of middlemen due to lack of adequate information regarding service process. ‘The passport¹⁵ service in Bangladesh is replete with corruption and irregularities and rendering poor services to the citizens. Brokers are largely responsible for bringing in corruption to this office. For facilitating an easy and smooth delivery of passport, each applicant hands out U\$11-21 to the broker(s). In the survey of 624 passport applicants in the Dhaka office, it was found that only 61.2% applicants received their passports on time (Alam and Rahman 2006, p.27). Besides this, there are lots of problems associated with the DIP services. Some of these Problems are: ‘the complexities of the process, waiting in long queues for application dropping and passport receiving, harassment by brokers and *thugs*, delay in passport delivery and police verification and forgeries of attestation’ (Alam and Rahman 2006). To overcome these problems and make the administration more accountable, transparent and customer oriented DIP introduced CC in 2007 in line with the instruction of the GOB.

¹² Bangladesh Civil Service is the elite civil service of the Government of Bangladesh.

¹³ The Daily Star is the largest circulating English daily newspaper in Bangladesh.

¹⁴ JICA stands for Japan International Cooperation Agency.

¹⁵ “A passport is an official document issued in the name of the head of State, to a traveler for his safe passage to and protection in a foreign country and is intended to be presented to a foreign Government for this purpose” (Mohsin, 2009)

Three years after introduction of CC, there are still some problems such as corruption, complex process of service, and shortage of employees in DIP which create barrier to delivering quality service to its clients. Evidence shows that clients of DIP are not yet free from different types of harassments *e.g.*, brokers' trap, spending extra money for getting passport, harassment by Special Branch (SB) of Police etc. (The Daily Prothom Alo¹⁶, 10th August, 2010). At DIP, 'brokers try to create a feeling in the mind of the service recipients that if s/he comes in a contract with him (broker), s/he will get the service in time without facing any harassment.' As most of the general people have experience of not getting passport in due time by following proper process, so most of the time uneducated and sometimes educated clients for saving their time also accept brokers' offer and spend extra money for getting passport within their 'desired' time. Some studies have also discovered the involvement of some corrupt officials in episodes of harassment at the DIP (Monem and Benjamin, 2009; The Daily Prothom Alo, 8th August, 2010). According to Monem and Benjamin (2009), the unholy nexus between officials and brokers makes the system ineffective leaving no room for the consumers for justice or remedy. Thus a service seeking citizen in such an environment becomes helpless. Noticeably, under such circumstances, CC can play a very little role in providing satisfactory services. The above scenarios depict that the clients of DIP do not get the quality service and they have to face lots of hurdles for getting service, *i.e.* passport. Though it had been expected that CC would improve the old bureaucratic service delivery mechanism, currently, the people are not getting output of CC program (JICA, 2009). Considering all conditions, it may come into one's mind as to whether the CC program is really effective in making DIP a more customer oriented public service delivery organization in the name of improving service quality and how this CC contributes most effectively in delivering better public services to citizens.

Past experience shows that most of the reform initiatives have become failures in Bangladesh due to lack of political and bureaucratic will. According to Khan (1998, p.79), Bangladesh's inherited civil service system (from the British Governance through to Pakistan Rule) has gone through only cosmetic changes since independence of the country in 1971. In the backdrop of such scenarios it is crucial to know to what extent CC is able to change the current mismanagement and irregularities of the DIP services. Will it bring imaginary change within the service delivery system? To what extent is it

¹⁶ The Daily Prothom Alo is a most popular Bangla daily news paper in Bangladesh.

able to make the administration citizen-friendly at present? As a tax payer, are clients of the DIP getting high quality service from the office?

Thus the present study is an endeavor in finding out the answer(s) to the following question: *“will an effective CC program ever be a ‘Reality’ in Bangladesh or is it going to remain ‘Rhetoric’ only?”*

1.4 Scope of the study

As an NPM technique, CC has an important role in bringing positive changes within a government’s service delivery system. Public service delivery is very important for a society. It could be made better by introducing different techniques. As mentioned earlier, GOB introduced CC in 2007 for improving the service quality of public organizations in Bangladesh. However, as a case, this study mainly focuses on the effectiveness of the CC program of GOB *i.e.*, the impact of CC program in ensuring quality in the public service delivery system of DIP, one of the largest public interface departments of the GOB. Since the study is an endeavor of exploring the facts about CC initiatives of public organizations in Bangladesh, it is expected that by focusing on a large public interface department such as DIP will reveal a representative picture of the issues related to CC. It was comprehended that being a large public interface organization of Bangladesh, DIP provides perhaps the most relevant ground for studying and analyzing the facts about the CC programs of the GOB. Specifically, as such, this study will help readers to know the current status of CC in DIP especially factors that affect the effectiveness of CC program at DIP in improving the service delivery quality.

1.5 Research Objectives

The main objectives of this research are as follows:

1. To examine the effectiveness of CC program in DIP in terms of ensuring quality in delivering public services.
2. To explore the factors and actors those impede or expedite the effectiveness of CC program in DIP in Bangladesh.

1.6 Research Questions

Like a typical empirical study, the current study worked with some research questions. These are:

1. What factors play the major role in achieving the effectiveness of CC program in DIP?
2. To what extent organizational culture affects the effectiveness of CC program in Bangladesh?
3. How does organizational culture of DIP expedite or inhibit the process of making CC program effective at DIP?
4. To what extent is human resource important for making the CC successful?

1.7 Research on CC: National and International Perspective

CC is one of the most prominent reform initiatives in present world. In recent years, it has drawn wider interest among governments, policy-makers, scholars and academics. After the introduction of CC in UK, it became a focal research area for many scholars and academics. Many of them have conducted their research to know the impact of CC on the public service of the UK. In the international context, various research have been conducted to explore the effectiveness of CC in making the service quality better and satisfying customers. Some of them are highlighted in the following paragraphs.

Valerie Beale and Christopher Pollitt (1994) in their study assessed the impact (how far service providers and citizen users were conscious of the existence of standards, what these standards were, how they were applied and where they had come from) of ‘charters’ and other quality initiatives on a range of public services in West London. In their study they discovered that systematic approach to quality improvement is not the same thing as being heavily influenced by charterism and the majority of users could not detect any change for better or worse. According to the authors, ‘the impact seems to have been least in highly professionalized services with a high component of face-to-face interactions. Quality improvement through the medium of charters may be an idea whose time has come for managers and politicians, but it has only marginally entered the awareness of citizen-users’. *Pollitt* (1994) has remarked that ‘empirical evidence on the impact of charters is as yet patchy, but, such as it is, it suggests that in many cases the additional changes attributable to the Charter program have been modest’.

Falconer et al. (1997a, 1997b) studied Citizen’s Charter in order to examine the success of Citizen’s Charter of UK in terms of achieving its primary objective to empower the citizens in relation to public service delivery. The first study concluded that the CC had not enjoyed success in this respect but had perhaps served to alter the nature of public

service provision through its impact on patterns of service delivery. The second study explored that the Citizen's Charter has indeed impacted most significantly on the management of public sector organizations. In this way, the public have benefited in an indirect sense through the Charter's role in developing a more customer-aware focus among public service providers (cited in Falconer and Ross, 1999). *Peter K. Falconer and Kathleen Ross* (1999) have focused upon the managerial use of the Citizen's Charter within the executive agencies of British central government. It then examines the managerial approach to the use of the Charter and reconsiders its status as a management tool; taking particular account of the new Labour Government's re-launch initiative.

In his work on citizen's charter Prior (1995) studies CC to examine whether it has generated significant change in the way local authorities are managed and the way services are delivered and whether it has changed the way citizens view the activities of their local authority. The author mentions that, the Citizen's Charter was characterized by an optimistic view of the role of the public sector and a predominant concern with 'raising the standard' of service delivery across the range of public sector activities. He contends that charter is a statement of commitment, a set of promises to take particular action, together with the means for enabling citizens to judge how far and how well these commitments have been met. He further mentions that charter thereby denotes an openness and accountability in the relationship between local authority and citizenry.

Lo (1993) has studied Citizen's Charter of Hong Kong perspective by focusing upon some core elements of the Citizen's Charter and its historical and theoretical antecedents, the salient issues and problems pertaining to the adoption and implementation of the pledges in Hong Kong and finally highlighted significance of the pledges in the light of other public sector reform initiatives.

Torres (2006) analyzed the effects of service charter initiatives in Spanish regional and local governments. It examines the role of service charters in the development of citizen trust in government in Anglo-American countries and in countries in continental Europe. He concludes that charter contributes in changing internal procedures; improving knowledge in the organization; improving quality control; increasing the internal perception of service quality; and producing a greater cohesion in teams. He also notes that "Service Charters" in Spain had an important impact on improvement the public's perception of service accessibility, the transparency of the organization, the cooperation

between units related to the service as well as enhancing the organization's image, the service offer and quality. He suggests that the involvement of users and employees in developing charter may trigger off the modernization initiatives of changing the old bureaucratic style.

Besides these scholarly research on CC of UK and some other countries, a number of academic research have been conducted by some students of different universities to study the challenges of implementation of CC, importance of CC as a public service improving tool in South East Asian region. Such as, *Beniwal* (2005) has studied the challenges and success of Citizen's Charter in Indian context. *Acharya* (2010) has conducted her research on Nepalese CC to map the level of customer satisfaction after the implementation of CC at local level in Nepal. *Tamrakar* (2010) also studied the CC from Nepali context to find out its impact on improvement of Nepali public service quality. In Bangladesh, first academic research on CC has been carried out by *Nayem* (2010). She studied CC at the Office of the Assistant Commissioner of Lands to analyze the problems and challenges of implementation of CC in Bangladesh.

Review of the aforementioned and other literature on CC reveal the existence of research gaps in South East Asian context particularly Bangladesh. The gaps may be described as: lack of endeavor in discovering factors that affect the effectiveness (outcomes) of CC initiative, impact of such factors in improving public service quality, and more importantly, identification and establishment of the link between the effectiveness of CC and service delivery quality of the respective organization. Though some research have been conducted to explore the impact of CC on public service, those were basically conducted in a European or North American settings. Therefore, now it is highly relevant to conduct research on aforementioned gaps to analyze and understand how and what factors affect the effectiveness of CC program in Bangladesh.

1.8 Significance of the Study

In the context of Bangladesh, only one academic investigation (*Nayem* 2010) has been undertaken on CC while some articles have highlighted the needs of CC in government office of Bangladesh (*Alam* 2009; *Khan* 2008). However, none of them has touched upon the success of CC program in Bangladesh. From this perspective the current research explores the factors of making CC program effective in Bangladesh. The study focuses on the factors that impede or expedite the implementation of CC program within a GOB

organization. Most importantly, this study attempts to explore the impact of administrative culture of Bangladesh on transferred policy as like CC. Therefore, the findings of this research may help the GOB to take appropriate measures for making its CC initiative effective. Furthermore, the current study intends to find out the link between effectiveness of CC program and improvement in service delivery quality in public organizations. From this perspective, the current research may be considered as a green-field study into the area of civil service and governance in Bangladesh.

Moreover, it is believed that in the context of Bangladesh, this study will generate new insights and impetus in respective research area. It is expected to be a source of thinking and reference for new researchers interested in investigating on similar issue(s). Though this study is carried out as part of fulfillment of an academic course, future researchers may find it useful in enhancing their understanding on the importance of organizational culture and human resources in overall development of CC program and other NPM based strategies in Bangladesh.

1.9 Organization of the Thesis

This thesis contains a total of seven (7) chapters. The briefs of these chapters are as below:

Chapter One presents the background to the study, states the research problem and sheds light on scholarly research on similar area of interest. It specifies research questions linking them with the significance of the study.

Chapter Two includes pertinent discussion on NPM and CC followed by elaboration on critical success factors of CC like organizational culture and human resources. After providing an outline of the theoretical perspective along with the research variables – both dependent and independent, the chapter ends with a framework for analyzing the relationship between those variables.

Chapter Three covers methodological approaches applied for this research and presentation of this dissertation work. This chapter solicits a combined approach instead of a single approach in handling the research problem. It also justifies the application of

the selected research methodology, data collection tools, data analysis technique, unit of analysis, and validity and reliability of the data.

Chapter Four is an overview of the emergence of CC internationally and in Bangladesh. It also comprises a brief discussion about the Department of Immigration and Passports (DIP) and its CC program.

Chapter Five delves into gathered data in order to explore the effectiveness of CC program *i.e.*, the quality of DIP services after the introduction of CC. It also tries to find out how the introduction of CC may influence the quality of DIP services.

Chapter Six presents analyses of primary and secondary data pertinent to proving or disproving the effectiveness of CC in DIP. It attempts to map the extent to which organizational culture and human resources matter for desired outcome of CC introduction at DIP.

Chapter Seven provides summary and a brief discussion of the findings of the research and avenues for future research. The chapter ends the dissertation by drawing conclusion of the current research.

1.10 Conclusion

This introductory and first chapter of this dissertation provided the blueprint of the present investigation. It highlighted the research background and problems followed by research questions, scope and significance of the current study. Finally, it presented concise discussion on the organization of this thesis.

CHAPTER 2

Literature Review and Analytical Framework

2.1 Introduction

The main purpose of this chapter is to develop an analytical framework for analyzing the effectiveness of CC program in Bangladesh. In this regard it discusses relevant literature and theories of Citizen's Charter along with other pertinent concepts which are deemed critical in analyzing the factors and actors that have influence on effectiveness of CC program at DIP. The chapter concludes by studying different variables that are used in this study. The discussion includes how the dependent variable is seen from the relevant perspective in this study and detail explanation of each of the independent variables. The chapter starts with a brief account of the growth of NPM and CC as a technique of NPM philosophy.

2.2 New Public Management and Spread of Citizen's Charter Recipe

Since the 1980s the private sector has become the role model, and public administration has come to be seen as a provider of services to citizens who were redefined as clients or customers. Thus, in the beginning of the 1990s a new model of public sector management had emerged in most advanced countries in different connotations, such as 'managerialism' (Pollitt 1993), 'new public management' (Hood 1991), 'market-based public administration' (Lan and Rosenbloom 1992), the 'post-bureaucratic' model (Barzelay 1992), and the 'entrepreneurial government' (Osborne and Gaebler 1992) (cited in Hughes 2003). These new administrative doctrines came to be known collectively as New Public Management (Christensen and Lægreid 2001, p.17). 'The ideas of the NPM have become the gold standard for administrative reform around the world, on the assumption that government will function better if it is managed more as if it were a private-sector organization guided by the market, instead of by hierarchy' (Peters 1997, p.71-72). Bornis (1995) as cited by Seidle (1995) argues that NPM is 'not a

simplistic big answer' rather it is a 'normative reconceptualization of public administration' consisting of several inter-related components such as, setting performance criteria, improving the quality of services to the public, controlling costs and increasing efficiency and foster greater autonomy for public managers' (Seidle 1995, p.23).

Researchers have divided NPM into two categories based on the factors it embodied. One is hard NPM and another is soft NPM; 'hard NPM' focuses on the factors like accounting, auditing, and performance management while 'soft NPM' emphasizes on human factors, user-orientation, quality improvement and individual development (Christensen & Lægreid 2007, p. 8). The 'soft NPM' is therefore provided the customer oriented citizen's charter's ideological backing. As 'Charters' are an NPM strategy intended to change the culture of public service delivery to focus on the needs of the users, identified as 'clients' or 'customers' (McGuire 2001) so, it can be defined as a soft category of NPM doctrine. Based on NPM doctrines CC facilitates in delivering effective and efficient services in terms of cost, quality, timelines and making the public institutions accountable and promote more citizens participation in policy making and to its implementation (Acharya 2010).

Drewry (2005) says that 'Charters can be seen as just one aspect of the sprawling agenda of new public management (NPM) and public service 'modernization' (a fashionable Blairite word). Ferlei *et al.* (1996, pp.10-15) discuss four different NPM models. These are: 'the efficiency drive model', 'downsizing and decentralization model', 'in search of excellence model' and 'public service orientation model of NPM'. According to them the '**public service orientation model**' basically emphasizes on the aspect of customer or user of public sector which is the focal point of CC also. It presents a fusion of private and public sector management ideas. This model strongly focuses on securing accountability of services to local users and citizens. Major concern with service quality, a value-driven approach but based on a mission to achieve excellence in the public services, reflection of users concerns and values in the management process, reliance on user voice; a concept of citizenship, empowered elected local bodies, participation and accountability as legitimate concerns of management in the public sector.

The main ideas of NPM focus on economy and efficiency which CC intends to apply in public organization by introducing standards for service, information and openness in

service process and the value for money. The new system of accountability introduced by NPM makes administrators focus downwards, towards citizens, rather than upwards towards elected officials (Christensen and Lægreid 2001 p.109-110). In CC, grievance redressal mechanism gives customers the chance to hold the public managers accountable for their actions. Thus, through principles of choice and consultation; courtesy and helpfulness; grievance redressal and value for money CC aims to reach three ambitions (the reduction of public spending, the enhancement of responsibility/accountability and of consumer satisfaction) of NPM. All these attributes are in line with the principles of NPM (Monem and Benjamin 2009). Thus it is argued that the basic principles and ideas of CC owes to NPM.

Since 1980s as a “whim of fashion”¹⁷, the ideas of NPM attracted the governments throughout the world. Peters (1997) argues that the ideas of borrowing or transferring new techniques of administrative reform from one country to another on the basis of the assumption that ‘one size fits all’. He further goes on mentioning that ‘as a consequence, programs such as, internal markets, pay for performance and alternative structures for service delivery have become common solutions to the real or perceived problems of government’ (ibid, p.71-72). Haque (2001, p.65-66) argues that ‘the major causes and objectives of these public sector reforms in both developed and developing countries have been to overcome public sector inefficiencies, reduce monopoly, minimize budget deficit, relax trade protection, streamline public expenditure, withdraw subsidy, generate revenue, expand competition, encourage foreign investment, improve service quality, and increase customer satisfaction’.

According to Dolowitz and Marsh (2000), the rate of policy transfer has increased over the past decade among governments because of increasing globalization and development of advanced communication systems. In this respect, Ingraham (1997) cited by Faizal (2005) points out that, ‘Western reform solutions have found their way onto the reform agendas of nations in Eastern Europe, Asia and Africa’. Furthermore, Schick (1998, p.123) mentions that developing countries have desired to accelerate public sector reform by adopting the most advanced innovations devised by developed countries. So, it is perhaps not surprising that some recipes of NPM such as CC have been transferred by GOB in 2007 to make its public sector more efficient and effective. However, it has also

¹⁷ Hood (1991) remarked NPM as a whim of fashion.

argued that there are various forces that could expedite or impede the ‘success’ or ‘failure’ of such policy transfer of reform initiative. Therefore, the question raised at this stage is, how useful is to mimic the recipe such as CC which has been emerged in the developed country by the developing country like Bangladesh without analyzing factors that could impede the utility of such initiative. However, before starting the discussion on this issue, I intend to give a brief account on CC.

2.3 Concept of Citizen’s Charter: What is it?

Nowadays, implementation and practice of such public sector management buzz concepts like ‘choice’, ‘customer’, ‘responsiveness’, ‘quality assurance’, ‘competition’, ‘service options’ and ‘consumerism’ (Lo 1993, p.208-210) etc. are helping the governments to become more efficient, flexible and responsive to their customers and do away with negative image in the minds of citizens towards public sector services. As a result, in many countries, the governments are taking various initiatives to guarantee the rights of its customers and to address their demands and grievances, which are presented as the so-called citizen’s charter, client’s charter or Public Service Charter (Drewry 2003; Torres 2003 cited in Haque 2005, p. 392). CC is a document through which an organization makes commitment to its clients regarding standard of services, information, choice and consultation, non-discrimination and accessibility, grievances redress, courtesy and value for money. This is also includes expectations of the organization from the citizen/client for fulfilling the commitment of the organization. Samuel Paul (2002) defines a Citizen’s Charter as ‘an explicit statement of what a public agency is ready to offer as its services, the rights and entitlements of the people with reference to these services, and the remedies available to them should problems and disputes arise in these transactions’ (Paul 2002, p.5 cited in Ohemeng 2010, p.117).

According to Prior (1995), ‘Citizen’s Charter is an optimistic view of the role of the public sector and a predominant concern with ‘raising the standard’ of service delivery across the range of public sector activities’ (Prior 1995 cited in Falconer and Ross 1999, p.341). CC is an attempt by public organizations to inform its consumers regarding service types, standards, time frame of receiving particular service and introduce a complain procedure to let the customers complain if service is not provided according to the stipulated time without any tangible explanation (Ohemeng 2010, p.118). Basically, charter is an instrument of organization through which it can provide and improve its

product or service on the basis of its clients' demand and expectation. Sharma (2004) also emphasizes that the Citizen's Charter usually 'indicates the rights and services available to the citizens, procedures how these will be delivered, remedy that will be available in case of non-deliverance and obligations of citizens in return' (cited in Haque 2005, p.397).

2.3.1 Principles of Citizen's Charter

According to Citizen's Charter, the public service provision should adhere to the following six principles.

i. Standards

A CC contains clear and unambiguous terms, conditions, deliverables, payables, and turn-around-times of specific service(s) that is supposed to be delivered to the customers. Together, these could be described as standards, which are universally applicable for all citizens. All Citizen's Charters, according to Nikos, 'are public documents setting out standards of service to which the customers are entitled' (Nikos 2000, p. 41 cited in Haque 2005, p. 392).

ii. Information and Openness

The Charters should contain full and accurate information in plain language. It should also inform clients the extent to which the services are available, who is responsible for delivery of particular piece of service, the opening hours for the specific service, and the procedures of complaining if promised services standards are not met. Handbooks, guides, posters, websites etc. are used to provide information to citizens.

iii. Choice and Consultation

The Charter provides choice of services to users wherever practicable. In this regard in his work on contract compliance and public audit as regulatory strategies in the public sector McEldowney (1996) rightly says, 'Charter appears as an attempt of empowering the citizen through Charter rights'. This written document introduces and facilitates regular and systematic consultation with the users of the service to fix service standards and to ascertain quality of service delivery. This helps in correcting the past mistakes and improving the future quality of the service.¹⁸

¹⁸ <http://www.sasanet.org/documents/Tools/Citizen%27s%20Charters.pdf>, accessed on 16th February, 2011.

iv. Courtesy and Helpfulness

CC defines the behavioral pattern of public servants. It challenges public servants to behave in a more sensible way and sensitively towards building customer confidence. The CC may then become a guideline for civil servants to deal with their customers when it comes to information supply and service delivery.

v. Grievance Redressal and Complaints Handling

Haque (2005, p.392) describes that, some scholars such as Nikos (2000) and Torres (2003) view Citizen's Charter as a new contract between the state and the citizens. Through CC, government specifies the rights and obligations of customers in relation with the public officials. To others (Drewry, 2005; Haque, 2005), it is a form of social contract through which service recipients can hold service providers accountable for their actions or lack thereof.

vi. Value for Money

CC advocates ensuring actual value to taxpayers' money through delivery of effective and efficient public services to the citizens. In fact, payers of service fees should get much more in return than the money paid because a public service seeker is, in most cases, also a tax payer.

All these principles of CC help public organizations to deliver service within time, make the service process transparent and hold the public servants accountable to their customers hence facilitate efficiency and effectiveness within public organizations and subsequently improve the quality of public service delivery. By giving a very clear-cut, well-defined agreed and published standards for service delivery, choice and consultation with users CC helps the clients to get that quality. Parasuraman, Zeithaml, and Berry (1985) first identified ten dimensions that are important to improving service quality. Later they reduced them to five dimensions (Rust and Oliver, 1994, p.5). These are: tangibles, reliability, responsiveness, assurance, and empathy. Seidle, F.L. (1995) defined a model of criteria for quality delivery of public services. He described responsiveness (timeliness, appropriateness); accessibility (convenient hours, proximity, physical access, coordination and availability, suitable means for transactions information); reliability (availability, accuracy, service standard) as criteria of quality delivery of public service. In his work on contract compliance and public audit as regulatory strategies in the public

sector McEldowney (1996) says, 'Charter is intended to encourage quality in services.' From the above discussion, it may be argued that exercise of CC in organizations improves the following organizational matters: standardization of service, information, accessibility, participation, non discrimination, accountability, transparency, reliability and the grievance redress mechanism.

2.4 Making the CC Recipe Effective: An Organizational Cultural Perspective

From the discussion of section 2.2 it is clear that the ideas, techniques, tools and recipes of NPM are continuously being transferred from one country to another. Regardless the developed, developing and under developed context, every government is expecting to produce more efficient, more effective and less expensive government by embracing the same reform initiative. As a model of public service delivery, CC brings success in various public sector service delivery processes. Adopting the concept of UK's CC and applying it into Bangladesh Public Service (BPS) for making the service provision more citizens centered is apparently a policy transfer attempt of the GOB. Drewry (2005) mentioned that the danger of such initiative or attractive wrapping paper (*i.e.*, CC) is that, it may raise unrealistically high expectations that are doomed to disappointment when the package is opened. Lovell (1992, p.395) argues that for CC to be effective and long lasting, needs to be accompanied by change in culture and management style. Therefore, CC to be well established and be effective, requires appropriate soil to take deep root, grow and flourish. Flexible and responsive administrative culture provides that kind of ground. Saxena (1996, p.706) notes that 'organizational culture is a pattern of beliefs and expectations shared by members of an organization. These beliefs and expectations produce rules for behavior-norms that powerfully shape the behavior of individuals and groups in the organization'. Thus, administrative culture defines how decisions are made from a top-down or bottom up perspective in the organization, whether the organization build bridges with society letting citizens to participate in the decision making and provided with information how things are made and decided in the organization. Thus a compatible culture is very crucial for CC to be properly introduced. Therefore, although the public organizations of Bangladesh have a need of NPM based administrative style to improve its poor service delivery mechanism but it is also important to remember that without mimicking the whole technique it should be converted according to the context

of a borrower country so that it may fit into its existing organizational culture. In short, in this perspective home grown recipes are more appropriate and relevant.

According to Dolowitz and Marsh (2000), any policy transfer becomes failure for three reasons. These are: uninformed transfer, incomplete transfer, and inappropriate transfer. According to them, CC program of any country including Bangladesh may become a failure if it has been introduced through any of the aforementioned transfer conditions. It may very well be argued that if the CC program has been transferred disregarding the context and administrative culture of Bangladesh, the likelihood of its failure is high because CC is based on NPM where the later mainly is a semblance of private sector culture and far different from the traditional bureaucratic service delivery culture. Dolowitz and Marsh (ibid) further argues that when policy is transferred without considering the differences of the economic, social, political and ideological contexts between borrower and transferor countries, failure is obvious. Therefore, the cultural context of BCS should be taken into consideration because, in contemporary societies, ‘organizations are considered as tools or instruments of achieving the goals of public policy (Christensen *et al.* 2007, p.20). The authors argue that the structure of an organization based upon institutional perspective¹⁹ do not allow it to adjust changes according to leaders’ wishes even if it simple or unproblematic (ibid, p.3). Furthermore, ‘the older the culture, the more embedded the beliefs and values, and the more difficult their change’ (Saxena 1996, p.706).

The business like reform such as the CC attempts to make changes in the existing practice of organizational functions, norms, principles, and attitudes of public service providers towards its customers. Besides, traditional system of organization maintains unnecessary secrecy within the organization that breeds corruption and unresponsiveness which leads to failure in responding to citizens’ and clients’ demands and needs. If the informal organizational culture is so strongly embedded within the mindset of the employees of DIP, it might be more difficult for them to accept the changes that are supposed to come along with CC program. The BCS has the characteristics of a closed system and suffers from low expertise and a high level of rigidity to resist change (Kim and Monem 2008; Jahan 2006), while the administrative culture of UK was flexible

¹⁹ When formal organization develops informal norms and values in addition to the formal variety, it acquires institutional feature which is then known as institutionalized organizations. This makes for a more complex organization, less flexible or adaptable to new demands (Christensen, Lægrend, Roness and Røvik (2007, p.38).

enough to accept the CC. Since CC as a technique was developed based on principles and practices prevalent in private sector especially in a developed country, prior to its adoption and application in the public sector of a developing country like Bangladesh, a lot of customization and localization must be accomplished. So, cautionary notes must be taken that CC may turn into a big failure if it is not applied by following appropriate steps of policy transfer such as customization and localization. To succeed, a CC program ought to be consistent with the administrative culture of the host country as well. In case, if the administrative culture of the host country is not congenial, public service delivery procedures should be made simple and concerned public organization must go through necessary cultural changes through socialization of concerned employees so satisfaction of customers are assured under CC.

Thus it may be argued that incompatibility of organizational cultural may be one of the crucial reasons of the failure of CC program in DIP. In this case, CC is perhaps the hardest to execute, as it needs radical changes of organizational culture. From this point of view culture, especially the administrative culture of DIP has an important role in making the CC program effective. The question is then “*to what extent the administrative culture of DIP expedites or inhibits the success of CC program*”. Therefore, the study of cultural perspective may help to understand to what extent the existing administrative culture of DIP is congenial for acceptance, practice, and institutionalization of CC that may help the public service delivery. Thus norms, values, belief system of public administration of GOB are considered as measurable elements for this study to perceive the effectiveness of CC program in DIP.

2.5 Acceptance of CC Recipe: A Public Personnel Perspective

Since public organizations implement various governmental policies and programs, members of organization are very important determinant of the effectiveness of any transferred policy due to the possibility that new and inevitable changes may not always be acceptable and desirable to the employees who are assigned to execute them. In course of performance of their daily duties and responsibilities, members of organizations end up framing some informal rules, developing some values, and adhering to them meticulously and religiously. It is generally argued, therefore, that if the informal organizational culture is strongly embedded within the mindset of the employees of an organization, it might be more difficult for them to accept the changes that usually come

along with any administrative reform. Accordingly, it can be argued that due to the cultural profile (basic assumptions, values, norms, and principles created and preserved by the members of an organization) of the employees of DIP, new principles, values, norms and pledges of CC may or may not be accepted.

Therefore, it may be argued that if organizational culture is a crucial '*factor*' in CC being accepted or not, personnel of the organization are the crucial '*actors*' in the success or failure of CC program of the organization.

A business like reform such as CC, attempts to make changes in the existing traditional practice of organizational functions, norms, principles, and attitudes of public service providers towards the service recipients. It is also assumed that if bureaucrats continue to preserve traditional views of public services (closed, rigid and hierarchy), they may resist the changes hampering and undermining the core spirit of a CC program. It has been mentioned earlier that personnel of the host administration *i.e.*, BCS usually follow more traditional bureaucratic model of work performance and radical changes within the mindset of these bureaucrats is a necessary pre-condition for successful implementation of CC. If such preconditions are not met, CC is more likely to be ineffective.

Hadley and Young (1990) as cited by Connolly *et al.* (1994) emphasize on the middle and front-line staff as a very important actor of making the customer oriented policy effective in public agencies. According to the authors the front-line staffs determine how the public agencies will be responsive to the public as they deal with the public directly. Polidano (1999) and Schick (1998) contended that despite several efforts to reform public service organizations in the developing countries, tangible improvements are few and far between (cited in Karyeija, 2010). Khan (2002) in his work on resistance to administrative reforms in South Asian civil bureaucracies remarks that opposition and resistance of the civil servants is one major variable behind continuous failure of implementation of the major administrative reforms in Bangladesh. As CC is an administrative reform strategy of developed (UK) country so it may be difficult to implement it in a developing country like Bangladesh. Thus one cannot undermine the compatibility of public administrators of DIP as a "*useful actor*" to accepting and making the CC initiative successful.

2.6 Variables Used in this Research

2.6.1 Effectiveness of Citizen's Charter Program (Dependent Variable)

Effectiveness of any program, project or policy means to achieve the objectives of that particular policy or program. Effectiveness of CC means the desired outcome of CC policy in service delivery of DIP. It means charter of the organization ensures service quality, makes service providers courteous and responsive to customers' needs, puts customers in the focal point of the organization, is able to solve customers' problems, give compensation for their grievances, transform the organization into customer-centric, and eventually makes them feel that the organization is customer friendly which is the core spirit of CC. Effectiveness of CC program is clearly demonstrated through the positive changes (*well defined service standard, availability of information, clear and well published complaint procedure and it must be encouraged, value for money, easy accessibility, fair treatment*) within the service delivery system after the implementation of CC. A successful CC essentially is evident in the following 3 C's.²⁰

- i. Customer-driven service standards: Service is provided according to the need of customer.
- ii. Communication: Easy accessibility of the customer to the service center especially the location where receivers meet the service providers (*e.g., reception desks, newsletters, website*).
- iii. Control: Control over activities, process, rules and regulations to produce better output.

Thus the effectiveness of CC program in this study is operationalized on the basis of the following qualities of service.

i. Timeliness

Timeliness means the duration that an application process is needed to complete the whole procedure of getting the service. It is the degree to which the job is accomplished when expected, organization can meet the deadline(s) and staffs can finish their responsibilities within the stated time frame (Hayes 2008, p.13-15). Citizen's charter sets time-frame for delivery the particular service. Understanding customers' value of time CC offers the service to be delivered within time. CC helps maintain quality of service by

²⁰ www.vakokybe.lt/get.php?f.12 (accessed on 4th March 2010)

providing what service is available, setting the time limit and targets for particular service and standard levels for those services. Shankar (2004) opined that, the CC is a tool to improve the quality of services, address the needs of citizens' rights and set clear standards of performance. Organization can achieve the timeliness in delivering services by maintain and following the time frame of CC. While dealing with organization, customers want that their service will be delivered by the responsive authority within promised timeframe and the officials will keep their promises regarding the service quality.

ii. Accessibility

Accessibility is the degree to which customer can contact the service provider, get help from the staff when needed and staffs are always available to help the clients (Hayes 2008, p.13-15). CC introduces the culture where public office provides their information regarding all types of services (what types of services are delivered, how to apply, what is the service charge, time frame of getting service, contact information of concerned officials).

iii. Responsiveness and Friendliness

Responsiveness and friendliness indicate employees' courteous attention towards customers' demands and needs regardless of race, religion, sex, age or ability. Responsiveness is the degree to which the service provider reacts promptly to the customer needs, helps immediately when the customer needs it and customers have to wait a short period of time to get it after asked for help (Hayes 2008, p.13-15). Ostrom (1975) as cited by Beniwal (2005, p.16) mentions that it is 'the capacity to satisfy the preferences of the citizens', especially those 'who are dependent upon the institution'. It refers to service provider's willingness to help customers and provide prompt service (Eze *et al.*, 2008, p.292). It can be measured by the amount of time needed to deal with customers' reported problems and the response duration once the customers file a service request.

Under the umbrella of NPM, CC addresses the problem of bureaucratic responsiveness by putting them directly under the public domain (Beniwal 2005, p.17). CC makes the responsible officials oblige to talk to their customer by introducing courtesy and helpfulness in public offices. According to the predetermined time customers are

attendant by the officials regarding their different queries and problems. This service quality provides solid idea for customers to evaluate the capability of the service provider.

iv. Cost Effectiveness

One of the main reasons of introducing CC is to offer the citizens a service with affordable cost. Customers wish to get reasonable returns to the money they spend – *i.e.* they expect prompt and economical services. As a taxpayer, on the other hand, they want to get benefit from the state. CC sets the service cost that nation can afford at best. As now a day, people are more rational and economical than earlier so any best product or service with lowest cost make them happy. The introduction of CC helps government to supply services to its clients at the best price (low cost and high quality). Thus cost effective service means to provide quality service at the minimal expense of customers' money. Obtaining value for money is defined as 'efficient and economical delivery of public services within the resources the nation can afford' (Hambleton and Hoggett 1993 cited in McEldowney 1996, p.69). On the other hand, customers want prompt and perfect service without extra delay and hassle. CC enables public institutions to deliver cost effective and timely services without compromising quality standards. Hence, CC in organization, enshrines value of customers' money. In this way cost effective service may happy customer with the service delivery system.

v. Effective Complaint System

Citizen's Charter provides readily available information about how to complain and a clearly identified point of contact for doing so; provides a code of practice for the handling of complaints. This includes specific targets for dealing with complaints and clear information as to what the customer can do if he or she is dissatisfied with the response of a public sector agency to a complaint (Major 1991: 42 cited in Falconer and Ross 1999, p.340). Practice of CC, therefore, works towards empowerment of an individual as citizen of a country. 'Effectiveness of Charters as a voice mechanism depends on transparency and openness of performance reporting and complaint mechanisms' (McGuire 2001: 508). 'Complaints procedures afford the opportunity for dissatisfied citizens to receive an explanation for inadequacies in transaction with the public sector. It offers effective remedies to dissatisfied clients for failure to deliver services to the promised standard' (Seidle 1995, p.21 & 42). Effective complaint

mechanism in an office assures its clients that their grievance will be paid attention by the officials and they will take immediate action to provide him redress. If the service is not provided within time frame then offices remunerate for this or at least give reasonable explanation why it is not met. Grievance redress is presented as a part and parcel of public service through CC that helps to make the public service improved.

Table 2.1: Assessing Scale of identifying quality of DIP services

Quality	Assessing Scale
Timeliness	Passports are delivered within the pre-set time frame
Accessibility or Tangibility	Full information regarding all services are provided by DIP with clear, concise, and jargon-free language; employees' names and designations along with floor location within the office premises are prominently displayed; office of key employees are conveniently located within the reach of the service seekers together with easy accessibility at time of special needs; and more importantly, continuous availability of key employees at all desks throughout the working hours.
Responsiveness & Friendliness	Visiting clients are received with respect, care and empathy during submission of application form and collection of passport; client telephone calls are attended with readiness, promptness, and courteousness; and client problems are listened to with a willing mind to help.
Cost effective service	Service requests are received and services are delivered ensuring least possible spend of clients' money, energy and time.
Effective Complaint System	Customers are able to file complaint, acknowledgement of customers' complaint within specific timeframe.

2.6.2 Independent Variables

It is mentioned earlier that organizational culture and supportable human resource are crucial factors and actors for CC to become successful. Therefore, the following discussion focuses on the specific variables that are used in this study as independent variables to assess how these variables influence the dependent variable (effectiveness of CC program) of this study. Thus, the following discussion is based on each of the independent variables in a theoretical perspective with regard to the Bangladesh context.

2.6.2.1 Cultural Elements

Culture is a way of life that embraces shared views, beliefs, attitudes, norms, values, and cognitive behavioral patterns of people of a particular society. Various scholars define culture from many perspectives. UNESCO ²¹ (1982) defines culture as ‘a set of distinctive, spiritual, material, intellectual and emotional features that characterize a society or a social group. Other than arts and the humanities, it covers modes of life, fundamental human rights, value systems, traditions and beliefs’ (cited in Karyeija 2010). Schein (1992, p.12) describes culture as ‘a pattern of basic shared assumptions that the group learned as it solved its problems of external adaptation and internal integration, that has worked well enough to be considered valid and therefore, to be taught to new numbers as the correct way to perceive, think and feel in relation to those problems’. According to Tayeb (1988, p.42), ‘culture is a set of historically evolved learned values, attitudes and meanings shared by members of a given society’ (cited in Karyeija 2010). Hofstede and Hofstede (2005) define culture as one’s mental program which is generated from the social environment in which s/he grew up and that distinguishes the members of one group or category of people from another. Henderson (2005, p.41) as cited by Karyeija (2010) defines administrative culture as ‘the general characteristics (shared values, attitudes and beliefs) of public officials’. According to Hofstede and Hofstede (2005, p.282) organizational culture is ‘holistic (referring to a whole more than the sum of its parts)’, historically determined (reflecting the history of the organization), related with rituals and symbols, socially constructed (created and preserved by the group of people who together form the organization) and difficult to change’.

Christensen *et al.* (2007, p.39) describe that culture is a goal into itself because members of an organization internalize those informal norms and values which they develop through socialization process. Thus organizational culture is the ‘integrative glue’ needed to develop a true collective feeling in public organizations (ibid, p. 39). Jamil (1994) notes that two major dimensions ‘culture is what organization has’ and ‘culture is what organization is’ are important to study the culture of an organization. He further claimed that if a culture is what organization has, then several variations are observed among different organizations in a given society. On the contrary, if culture is what organization is, then it is more likely to observed more variations in organizations across various societies (ibid, p.280). In the present study, culture refers to the mind set-up of public

²¹ UNESCO stands for United Nations Educational, Scientific and Cultural Organization

officials of DIP that may influence the effectiveness of CC program in DIP. Karyeija (2010, p.5) remarks that the bureaucracy cannot be fully analyzed without underscoring the values, beliefs, norms, and attitudes that move it. Jamil (1995) as cited by Karyeija (2010, p.5) contends that social relations and cultural biases are reciprocal, and that when people adhere to certain patterns in their social relationships, this generates distinctive ways of looking at the world. The following discussion is focused on the two variables that are used in this study in respect to organizational culture.

i. Power Distance

Hofstede and Hofstede (2005, p.46) defines power distance as ‘the extent to which the less powerful member(s) of institutions and organizations within a country expect and accept that power is distributed unequally’. It also suggests that a society’s level of inequality is endorsed by its followers as much as by its leaders (Jamil 2002). In such condition, lower echelons of an organization seem to be afraid of arguing with their bosses on debatable topic and hardly dare to disagree with their bosses while, at the same time, bosses seem to be autocratic and less likely to consult with their subordinates. Power is ultimately vested in the hand of the superior authority of the organization and subordinates are expected to obey the orders of the superiors. The subordinates have to look upon their superiors to take initiatives. In most cases, superiors make decisions without taking into cognizance or consideration suggestions and comments from frontline staffs dealing with the customers directly. In Saxena’s (1996, p.706) words, ‘due to the bureaucratic nature of public administration, it has been characterized by the stratification of statuses, with senior management having considerable positional authority and even autocracy. Due to this status quo of authority, daily working relations and interactions are held together in super ordinate-subordinate rank levels, where subordinates have no right to comment on the work practices of super ordinates.’

There is little chance for the frontline employees to participate in decision making process which represents high power distance cultural dimension. In the high power distance organization, superiors and sub-ordinates consider each other existentially unequal and also the citizens consider themselves as inferior/ unequal to the officials. Authoritarian culture fosters high tendency of centralization of power and center oriented decision making process. This means direction for organizational activities always initiated by top level officials and subordinates are supposed to follow their order. This

leads to pyramidal structure of organization resulting in tall hierarchies of people reporting to the levels above. Such centralization limits participation of customers, stakeholders and subordinate in organizational decision making process (Beniwal 2005) whereas one major pledge of CC is decentralized decision making. In its 10-point guideline published in 2002, United Nations Development Program (UNDP) stipulated that CC should be developed by senior experts of an organization in collaboration with front-line staff and users (cited in James S. *et al.* 2005, p.6). This guideline gives impression that CC needs an environment where culture of interaction is prevalent. In order to make the service effective, efficient and customer oriented and take right decision for organization welfare, organization needs horizontal decision making process to get contemporary information regarding service delivery.

According to Jamil (2002, p.96), depending upon the type of society, public officials search information from two sources viz. traditional source (superiors, colleagues, or juniors *i.e.* organizational boundaries are the source of information) and non-traditional source (politicians, citizens, academics, economic and voluntary organizations are the main sources of information). Centralized decision making process creates a bar against consultation and discussion with insider (between officials) and outsiders (between officials and stakeholders). This kind of practice represents a high power distance culture. As a result, organizations take decision without knowing the actual demand of their clients and are unable to fulfill actual customer need. Whereas, CC as the technique of NPM and tool of good governance, demands the fulfillment of customers expectation and needs. That is why participatory decision making system ensuring contribution from frontline staff and citizens is needed for CC to be effective. Hence, it may be assumed that an authoritarian decision making culture may act as a barrier to effectiveness of CC.

A good CC scheme empowers the people by giving them the opportunity of sharing their ideas through choice and consultation while raising their voices through a well designed and practiced grievance redressal mechanism. It makes customers to think themselves as a part of the organization which brings satisfaction towards public service and organization as well. But when the organization follows a high power distance culture, it hardly allows peoples' involvement and participation in its service delivery mechanism. In this type of system bureaucrats rarely take outsiders' opinion regarding their service delivery process and stakeholders' participation is seldom allowed in this type of culture.

There is little chance to interact with environment too. Such culture may negatively affect the effectiveness of CC.

On the contrary, an organization with low power distance culture interacts with environment and gets feedback. The members of this organization share a common vision regarding service delivery issues and follow horizontal communication process and hierarchical authority does not exist there. In the small power distance culture, subordinates and superiors consider each other as equals; hierarchical system exist here only for convenience of playing one's role, superiors are easily accessible to subordinates and subordinates expect to be consulted before the decision is made (Hofstede and Hofstede 2005, p.56). In a low power distance culture, the organization very frequently interacts with its customers to know about their feelings, opinions and experiences regarding image of the organization and its service delivery quality. Thus, this type of culture permits stakeholders viz. clients to communicate and participate in various organizational activities. Members of such type of organizations easily accept and adapt new values, norms and working procedures by relinquishing the traditional ones in line with demands of the current time and existing external environment. Such type of culture may help to execute principles of CC within organization. So this system helps to reduce the gap between bureaucrats and clients and may positively affect the outcome of CC policy in DIP. Therefore, this research intends to explore whether the existing culture of DIP is friendly or resistant to making the CC program effective in DIP.

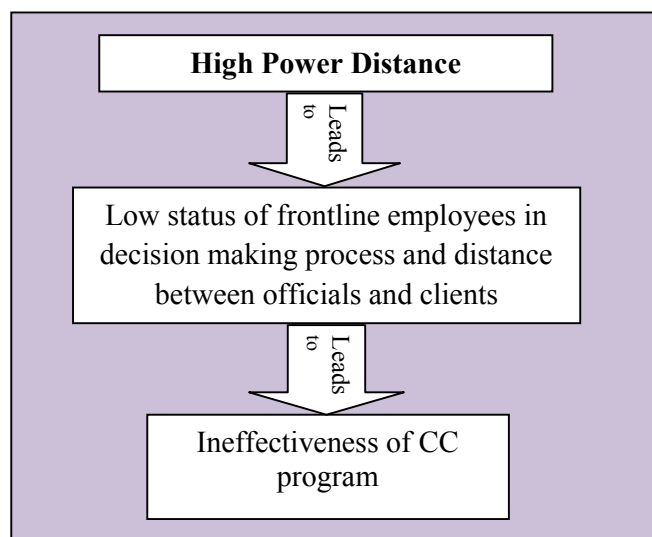


Figure 2.1: Relationship between high power distance and ineffectiveness of CC.

Hypothesis 1: *High power distance between superiors and subordinates and officials and citizens leads to authoritarian decision making process and closed administrative culture that may undermine the success of CC program in DIP.*

ii. Uncertainty Avoidance

According to Hofstede and Hofstede (2005, p.167), uncertainty avoidance is ‘the extent to which the members of a culture feel threatened by ambiguous or unknown situations’. Hofstede and Hofstede (2005) divide this characteristic into two categories viz. strong and weak uncertainty avoidance. In the strong uncertainty avoidance culture, members of the organizations feel more often constrained by existing rules and regulations and are less likely to break organizational rules than in weak uncertainty culture. Hofstede and Hofstede termed such situation as rule orientation. In this type of situation, people need written and unwritten rules to avoid pitfalls. To run the organization, members of organization develop some informal rules, norms and values and it becomes institutionalized over time. In strong uncertainty avoidance culture most of the activities of the organization are predesigned and organization members are more process oriented than result oriented. The bureaucrats want to follow the rules and regulations very strictly and develop a tendency to maintain the status-quo. Such condition makes works more rigid, complex and promotes slow decision making. In brief, strong uncertainty avoidance inhibits quality of services and customers’ satisfaction as well officials are not willing to take any risk beyond the organizational rules to fulfill their customers’ demand.

Basically, organizations with strong uncertainty avoidance follow Weberian hierarchical bureaucratic model to run organizational activities. All officials in the hierarchy are supposed to maintain hierarchical order and follow chain of command for accomplishing work. The members of such organizations fulfill certain rituals and procedures and give emphasis upon predetermined goals and objectives. This type of organization gives more importance on process and consequently becomes less responsive to citizens. In strong uncertainty culture officials are more habituated with rules and regulations of the organizations. Such kind of attachment encourages public employees to maintain traditional values, norms and practices and they are rarely willing to bend, bypass or break rules to meet customers’ needs even in the case of urgency. Hence, this type of culture maintains red-tapism within organization. This unnecessary secrecy and codified conduct hardly allow any room for flexibility and new ideas, experiments, new concepts

and habits to serve customers. Such type of culture rarely allows CC to fully cultivate its principles within the organization, ultimately depriving customers of the advantages of CC. The members of these organizations are not willing to learn and practice new methods of service delivery rather they enjoy the status quo. Then it becomes tough for the organization to adopt new technique like CC that maintains status quo. Hence, organizations based on strong uncertainty avoidance characteristic undermine the importance of goals and objectives of CC and therefore, may adversely affect the outcome of CC policy.

On the other hand, in the weak uncertainty avoidance culture, members of the organization give less importance to formal rules and regulations. In this organization, the employees believe that many problems can be solved without formal rules (ibid, p182). Therefore, employees always focus upon the needs and demands of their customers rather than following the organizational procedures. As the main purpose of this type of organizations is to serve and satisfy customers by giving them best treatment in terms of service delivery hence, it upholds the core spirit of CC. Members of such type of organization easily accept and adopt new values, norms and working procedures and exchange their traditional values and working procedure with new ones according to the demand of the time and the external environment. So, there is better chance to get better outcome of CC policy in this organization. So, in order to reveal the reality of CC initiative, this researcher intends to explore whether the culture of DIP is uncertainty accepting or rejecting.

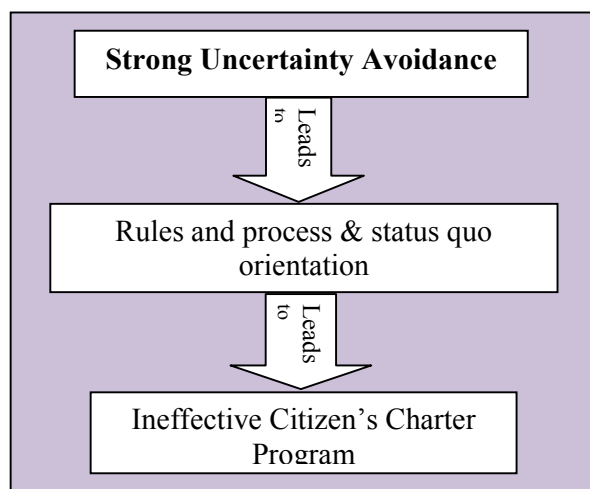


Figure 2.2: Relationship between strong uncertainty avoidance and ineffectiveness of CC

Hypothesis 2: *A strong Uncertainty avoidance culture may lead to more rules and process orientation thereby affecting the effectiveness of CC adversely.*

2.6.2.2 Personnel/ Human Resources

Any reform program to be successful needs the support of the actors who are supposed to execute it. Another important and crucial factor for CC's success is optimum number of personnel (human resource) who have received adequate and relevant training to identify themselves with the values and ethos of CC. Generally, employees of any organization are used to delivering its services in a particular way. When new techniques are introduced without changing existing organizational set up, officials may not appreciate the new way of doing things. Sharma and Agnihotri (2001, p.738) argue that, 'a new initiative always encounters barriers and misgivings from the staff. There is a natural resistance to change, particularly among the cutting-edge staff'. Thus it can be argued that issuing a CC will not change overnight the mindset of the staff, which they have developed over a period of time. Therefore, regular, untiring and persistent efforts are required to bring about attitudinal changes. Again the authors note that, this resistance can be overcome by involving and consulting those staff at the level of formulating and implementing the citizen's charter (ibid). Therefore, in order to internalize the new service delivery technique among the employees, it is required to train them properly so that they realize the importance of the new instrument of service delivery.

Doern, as cited by Connolly *et al.* (1994) suggests that staff who deal with the public must be given a greater influence and discretion as a means to improve the quality of service. Again he contends that the developmental needs of those staff should be accorded a high priority. He also remarks about the importance of training for making the front-line staff empowered. According to Lipsky (1980) 'the success or failure of many programs often depends on the commitment and skills of the actors directly involved in implementing the program' (cited in Howlett and Ramesh 2009, p.164). Thus the employees of the DIP have to be compatible to follow the spirit of CC. Boyatzis (1982) as cited by Faizal (2005) defines competency as a capacity that exists in a person that leads to behavior that meets the job demands within the parameters of the organizational environment and that, in turn, brings about desired results. 'The implementation of a Citizen's Charter requires a solid understanding of the capacity of a state's public sector. It is important, therefore, for practitioners to understand the limits of the public sector in

any given state, and the barrier it may pose to the successful implementation of service delivery mechanisms' (Ohemeng 2010, p.115-116). Thomas and Grindle (1990) point out that, managerial resources are required for the successful implementation of public policy. The authors argue that 'the outcome of some reforms is largely determined by how bureaucratic agencies, public officials and administrative routines responds to changes' (ibid, p.1172).

Thus those responsible to exercise the CC must possess a wide range of skills and understanding of the values of CC. In this respect, the competency of the public relation officials of DIP is very crucial as they are responsible for maintaining the public relation of DIP. Therefore, proper and effective training program is needed in order to make them adequately competent and equip so that they can handle the pledges of CC contribute to make this process effective in addition to their normal daily routines. In most countries senior civil servants are not trained for modern management system and do not care about changes. Moreover, elected officials keep as much power as possible in their own hands. The field level managers are so far obliged to pick order and they have little real control over what they are supposed to do. Power is centralized at the top of the departments. Connolly *et al.* (1994, p.27) emphasize that there is importance of the development and maintenance of an appropriate organizational culture as a means to promoting staff commitment to core values of citizens charter program. These values included having a deep commitment about quality and service and keeping close to one's customers.

It is clear that effectiveness of CC requires the change of old mind set of government bureaucrats. As CC is a new matter to Bangladeshi public officials, it aims at bringing certain changes within their day to day behavioral pattern and code of conduct. Therefore, DIP needs sufficient, skilled, and adequately socialized human resources for continuously ensuring the effectiveness of the CC program. Absence of any of these would affect the outcomes of CC program negatively.

Hypothesis 3: *Inadequate human resources and lack of proper training may impede the effectiveness of CC program.*

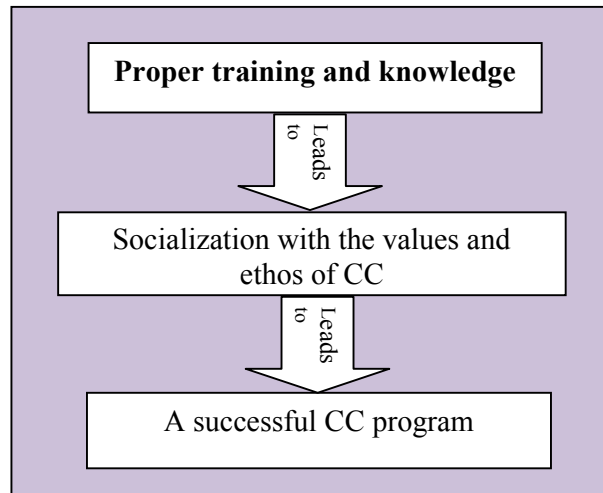


Figure 2.3: Relationship between employee socialization with CC values and CC success

2.7 Analytical Framework

Having discussed two sets of variables for the effectiveness of CC, attempt will now be made to draw an analytical framework (on the basis of the preceding theoretical and literature review) to analyze and discuss what factors cause the effectiveness of CC in DIP.

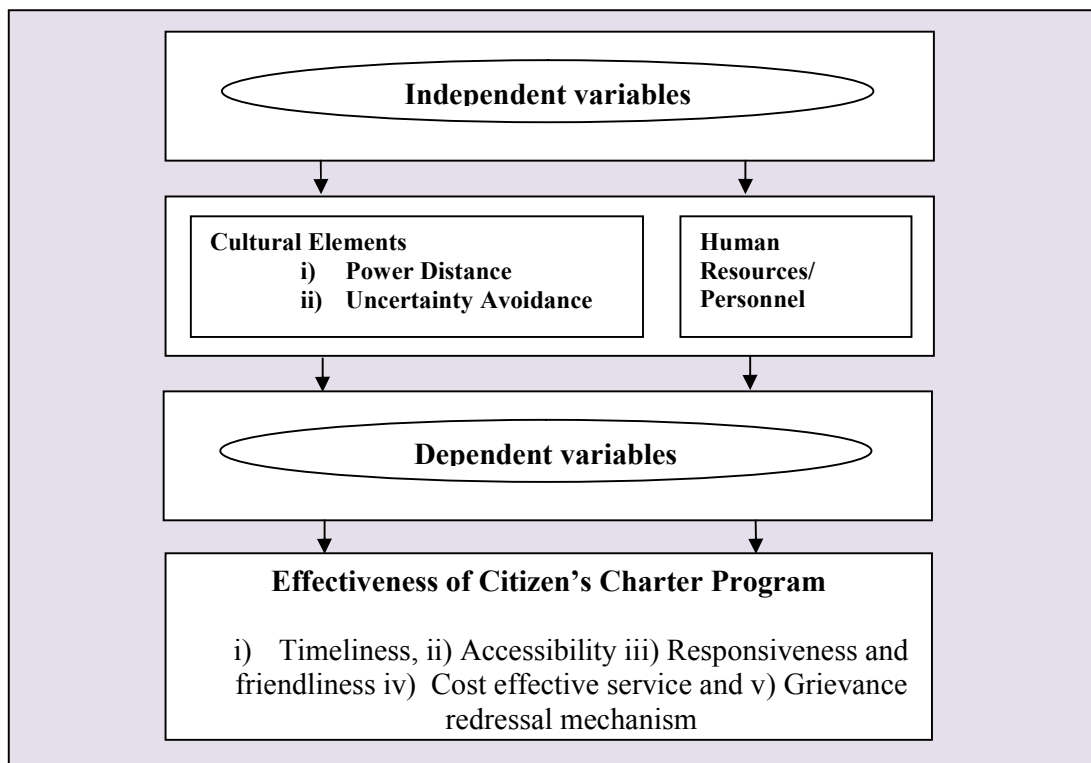


Figure 2.4: Analytical Framework for analyzing effectiveness of CC program in DIP

2.8 Conclusion

This chapter discussed the theoretical aspects of the present study. The main purpose of the chapter was to develop a conceptual and analytical framework for measuring the effectiveness of CC. In order to do so, various published and unpublished materials had been studied. The chapter discussed how administrative culture and disposition of implementers may propel the effectiveness of CC program in Bangladesh. On the basis of literature survey, review, and perusal, variables were selected to map the effectiveness of CC program in DIP. It is expected that favorable administrative culture and appropriate human resources are important factor of a successful CC program.

The following chapter discusses the research methodology used in this study to gather and analyze the empirical data.

CHAPTER 3

Methodology

3.1 Introduction

This chapter discusses methodological choice for the current study and covers research methodology, research strategy, unit of analysis of this study, sample size, data collection tools, data analysis process, challenges of the field study, ethics consideration and validity and reliability of the study.

3.2 Research Methodology

Yin (2009, p.26) mentions that research methodology is the logical sequence that connects the empirical data to a study's initial research questions with its conclusions. There are three approaches of conducting social science research: quantitative, qualitative and mixed method. King *et al.* (1994, p.3) defines that, 'quantitative research uses numbers and statistical methods and tends to be based on numerical measurements of specific aspects of phenomena. It abstracts from particular instances to seek general descriptions or to test causal hypothesis in the study. It becomes useful when one has large data and is interested in measurements and generalizations that are easily replicable by other researchers'. While qualitative research covers a wide range of approaches. It tends to focus on a small number of cases using intensive and in depth analysis to give an extensive interpretation of some events or units. Van Maanen (1979, p.520) cited by Merriam (2009, p.13) defines qualitative research as 'an umbrella term covering an array of interpretive techniques which seek to describe, decode, translate and otherwise come to terms with the meaning, not the frequency, of certain more or less naturally occurring phenomena in the social world'. However, mixed method is the combination of both the quantitative and qualitative procedures and approaches in one study. The mixed method research provides strengths that overcome the weaknesses of qualitative and quantitative approaches (Creswell and Plano Clark, 2007).

In the social sciences, a number of studies that map out effective introduction of CC and its usefulness on service provision are based on qualitative, quantitative and mixed method (Lovell, R. 1992; Connolly *et al.* 1994, Sharma and Agnihotri 2001, Drewry, Gavin 2005, Beniwal 2005, Haque M. Shamsul 2005, Torres 2006, Ohemeng 2010, Jamil and Dhakal 2010, Acharya 2010, Tamrakar 2010, Nayem 2010) approaches. Beale V. and Pollitt C., Drewry used qualitative whereas Sharma and Agnihotri, Haque, Jamil and Dhakal, and Acharya used quantitative method because they had large data set. On the other hand, Beniwal, Torres, Nayem and Tamrakar applied mixed method approach to carry out their study. The current study aims to explore the factors that affect the functioning of CC in DIP subsequently ensures the service quality of DIP. Therefore, by following the path of previous researchers it followed mixed method approach to investigate the effectiveness of CC in the context of DIP.

3.2.1 Why I have chosen Mixed Approach in My Research?

A methodology refers to the choices we make about cases to study, methods of data gathering, and forms of data analysis in planning and executing a research study (Silverman 2010, P.110). I took mixed method approach for conducting my current research not only to overcome the disadvantages of single approach but also to take benefits of both approaches and it also assisted me to provide a general picture of my study area. In this respect, both open-ended and closed-ended (with predetermined options) questionnaire were used to collect information. According to Creswell (2009), mixing of two types of data might occur at the data collection, data analysis or interpretation phases. In my study, I combined both approaches (qualitative and quantitative) to collect and analyze and interpret the collected data. However, quantitative data analysis was used particularly for measuring the dependent variable of this study.

According to Creswell (2009), qualitative research is exploratory in nature and it helps researchers to draw a picture about the investigating phenomenon based on informants' ideas and insights.

Such qualitative approach helped the current researcher in understanding how different factors and actors such as organizational culture and human resources affect the success of CC program in DIP by conducting survey and observation on service providers as well as service seekers and/or service receivers in an unaltered natural setting. In qualitative research open-ended questions is considered very important because it helps researchers

to see the reality through the respondents' personal comments and remarks and point of view. The responses of the employees of DIP helped me to get the picture of how CC is working within office jurisdiction, what status of CC program is enjoying in their office currently, the service provision of the government office. It also gave me opportunities to examine the perception of the clients regarding service quality as well. In addition, qualitative data helped me to structure my thoughts on how cultural compatibility of DIP affects the CC program and sort out some crucial factors regarding human resource that play prominent role in operating the CC program effectively in DIP.

On the other hand, since the intention of this research was to test some hypotheses, only individual perception and observation appeared to be inadequate *e.g.*, for grasping the extent to which the CC program is effective in DIP. Whereas, quantitative approach is known to be an excellent source of information for an empirical study and close-ended questionnaires facilitate capture of current experiences and thoughts of respondents. Quantitative data presents the view of large number of respondents and is a tested tool for validation or rejection of hypotheses when executed correctly. Quantitative analysis of data, in case of this research, numerically established whatever the quality of service at DIP is and assisted in establishing existence of concrete interrelationship between the cultural compatibility of DIP and proper human resources and success of the CC program.

Where it is impossible to gather information through only close ended questionnaire, open ended questionnaires have widely been used or resorted to and vice versa. Moreover, a mixed approach helps to capture not only what the respondents think about particular facts but also why they think so. Both approaches were used in this study because more than just predefined answers were desired from the respondents (what had to be known as well as why the respondents had chosen that particular answer and how that would reflect on the investigated research problem). Furthermore, by mixing qualitative and quantitative method researchers validate or expand quantitative results with qualitative data (Creswell and Plano Clark 2007, p.62). Thus mixed approach helped this researcher to validate the quantitative results (sum of responses of close ended questions) with the qualitative findings (individual's in-depth perceptions regarding the investigated matter). It also ensured in clarification and corroboration of results of this research investigation.

3.3 Research Strategy

In this study, CC policy of government is studied as a process to understand what factors matter most behind the success of such transferred policy. So, exploratory and descriptive strategies were employed in this research in order to extract ideas and knowledge through empirical evidence. The current study is exploratory in nature as it seeks various social phenomena that are not clearly defined within society. As a contemporary concept, CC is studied by few scholars in Bangladesh. In retrospect, this particular research will unveil many new aspects of CC or NPM. Hopefully, the exploratory nature of this present research helped to focus on important and interesting aspects of CC. In fact, exploratory research has been used due to its flexible nature and its capability of addressing ‘what’ ‘why’ and ‘how’ of the research questions. The application of ‘what’ and ‘how’ questions made it possible to find out the perceptions of bureaucrats towards CC, organizational culture of DIP, and behavior of bureaucrats with the clients to explain the influence of organizational culture on making the CC effective in DIP. Another motivation of this research was to identify and study all feasible factors and probable variables in order to analyze and describe the effectiveness of CC and measure the service quality after the implementation of CC more comprehensively and create generalization about the research problem more accurately. This kind of exploratory study allowed revelation of the informal organizational culture of DIP that affects the effectiveness of CC program and service delivery quality of DIP.

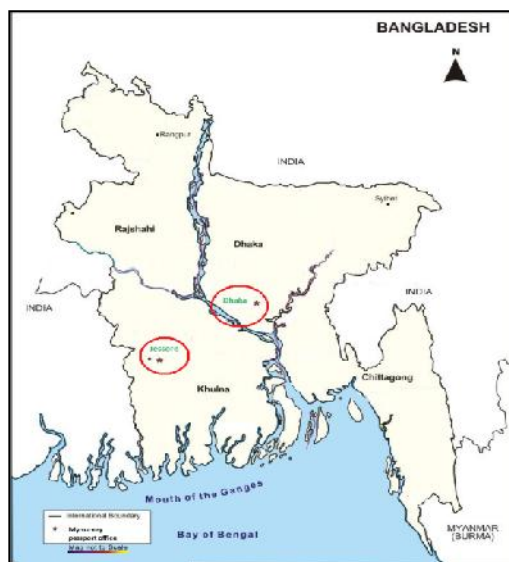
Descriptive strategy is used to obtain information concerning the current status of the phenomena and to describe "what exists" with respect to variables or conditions in a situation²². The current study aims at describing the factors that exist in reality regarding the CC initiative of GOB. By applying descriptive strategy, this study attempted to give a clear picture of public service delivery situation in Bangladesh, particularly, in DIP. Therefore, the subject has been observed in a completely unaltered natural environment. The direct quote-based description of pertinent research issues further helped in bringing to light in-depth and elaborate perceptions of respondents on the subject. Through this study, the endeavor was to present those factors that play major role in making the introduction of CC effective. Exploratory and descriptive method of response collection

²² (Available at <http://libguides.usc.edu/content.php?pid=83009&sid=818072> accessed on 23rd march 2011)

enabled the researcher extraction and uncovering of those factors while remaining present in the natural settings of the investigation areas.

3.4 Unit of Analysis

The unit of analysis for this research is the Department of Immigration and Passports (DIP) which is an attached department under the Ministry of Home Affairs²³ (MHA) of the Government of the People's Republic of Bangladesh. DIP comprises 34 regional offices across the country. In order to get relevant data regarding effectiveness of CC in DIP viz. the status of service quality of DIP, two regional offices (*Regional Passport Office in the capital city Dhaka* ²⁴[RPOD] and *Regional Passport Office in the district of Jessore*²⁵ [RPOJ]) of DIP were investigated. The RPOD was selected because it is the largest regional passport office situated in the capital city of Bangladesh and handles the highest number of applicants. In line with a holistic approach to gauge the effectiveness of CC the RPOJ (as a representative of all the peripheral regional offices) was also investigated. The Jessore office was selected randomly as all regional offices were thought to have possessed the same kind of administrative capability and resources (human, physical and financial). Investigation of these two regional passport offices helped me to understand the entire status of CC program, its effectiveness and overall customer perception regarding service quality of DIP.



Map 1: Location of Unit of Analysis

²³ Ministry of Home Affairs is one of the 37 ministries of GOB.

²⁴ Dhaka is the capital of Bangladesh and the principal city of Dhaka division and the largest city of Bangladesh.

²⁵ Jessore is one of the 64 districts located in the Khulna division of southwestern Bangladesh.

3.4.1 Reasons for Selecting DIP

Social science researchers are believed to prefer large public interface organizations as enriched field for public service delivery research. Hence, DIP was chosen by the current researcher as unit of analysis as it is known to be one of the largest public interface organizations of GOB where CC was implemented in 2007. DIP also matches up with the criterion of “best research unit” for this study because numerous transactions and interactions with the citizens take place at its different offices. Needless to say, large public interface characteristic of DIP helped the present researcher in getting relevant data regarding service quality of public organizations at large. However, it is worth mentioning here that since long, and especially before the introduction of CC, it was often claimed that the DIP delivered poor services and its customer care was not satisfactory at all. DIP had, in fact, been considered a prominent area of research especially as a case study for evaluating the effects of CC in public organizations in Bangladesh and the current researcher fulfilled that consideration.

Furthermore, DIP is an important source of income for the GOB with a yearly earning— in terms of service charges from passport seekers - is almost US\$ 47 million for the last decade (IGS²⁶ report, 2007). This direct impact on the government revenue is quite significant as well as indirect impact on GOB’s revenue earnings through manpower export and inward foreign currency remittance has been quite considerable. In fact, DIP issued passport is a must for Bangladeshi manpower being exported and foreign currency remitted by those exported manpower is the second largest source of export earnings of Bangladesh. Since, a passport is considered as *prima facie* evidence of nationality of its holder and it is a necessary travel document for working abroad, the importance of this office in economic and social life of Bangladesh is very high. DIP as an area of research problem or investigation area was chosen taking into consideration all these issues and factors.

3.5 Sampling and Sample Size

There are many ways to select a sample from a population such as random sampling, purposive sampling, rigorous sampling, sequential sampling, concurrent sampling or multilevel sampling. Silverman (2001) as cited by Momen (2010) observes that it is very

²⁶ IGS stands for Institute of Governance Studies. It is a research, training and teaching institute at BRAC University, Dhaka Bangladesh.

important for social science research to justify the selection process of the respondents with the criteria for the selection. This means sample should meet all criteria of target population. Participants for this study comprised 52 people from the three categories of respondents. Among 52 respondents 40 were customers of DIP, 11 were service provider and one was expert on the relevant field.

Table 3.1: Number of Respondents in my Research

Category of Respondents	No. of Respondents	Level of Interviewees
Director (Passports), DIP	1	Second highest authority within DIP
Deputy Director (Passports), DIP	1	Third highest authority within DIP
Deputy Director, RPOD	1	Top ranking official at the Regional Passport Office, Dhaka.
Assistant Director, RPOJ	1	Highest ranking official at Regional Passport Office, Jessore
Assistant Director, RPOD	2	Second highest authority within Regional Passport Office at Dhaka.
Deputy Assistant Director, RPOD	1	Third highest authority within Regional Passport Office at Dhaka.
Upper Division Clerk (3 from RPOD and 1 from RPOJ)	4	Front line customer interface and contact employees at Regional Passport Offices.
Customers (RPOD and RPOJ)	40	Who have experiences of getting services from DIP
Expertise	1	International Training Manager of Civil Service Change Management Programme ²⁷ in Bangladesh
Total interviewees (N)	52	

Service recipients were selected since they were found to be receiving services at DIP post CC implementation and were in best position to comment on current state of service deliveries at DIP. Service providers were selected following the organogram and hierarchical order of DIP, working experience of the employees, attachment with the process of formulation of CC policies, and their willingness to providing response to the research study. Besides the service providers and service recipients, a respondent with expertise and knowledge in the area was selected to provide consultative information for this research since she is involved with a UNDP awareness project for popularizing CC among public officials and general public in Bangladesh).

²⁷ Civil Service Change Management Program (CSCMP) is a civil service reform programme, run by the Ministry of Establishment (MoE), Bangladesh with the technical assistance of United Nations Development Programme.

Therefore, it can be said that the sample for this study was selected through purposive sampling technique.

3.6 Data Collection Method

Data collection is the most important part of the research methodology because it justifies research questions. Key methods of data collection may include interviews, surveys, direct and/ or participant-observations, examination of official and non-official documents etc. To justify my research question I have collected data from both primary and secondary sources by using the following data collection techniques.

i. Interview

Primary data for this study were gathered by interview of the customers and employees of RPOD and RPOJ, two higher officials from DIP Head Office who are responsible for looking after the activities of regional offices and one expert of the relevant study area. The interviews were carried out from June 17th to August 20th, 2010. It is proven to be an effective method of collecting information when investigators are interested in understanding the perception of participants or learning how participants come to attach certain meanings of a phenomena or events (Berg, 2009). Interview enabled the current researcher to understand the meanings that service providers hold for CC program, its effectiveness and quality of DIP services after the implementation of CC program in DIP through the eyes of the service providers as well as the customers or service recipients. Two sets of questionnaires were developed for interviewing two different groups of respondents (service providers and service recipients). Semi-structured interviews (with both open-ended and closed-ended) were conducted to get detail information about the investigated phenomenon.

The interview guide for the service providers included questions to get their opinion regarding whether DIP is capable enough to provide standard services to its clients in terms of human and resources and whether it is culturally fit enough to adopt the new service delivery techniques like CC etc.

The questionnaire for customers was developed mainly to investigate their feelings and experiences of getting services from DIP, their thoughts and perceptions about the quality of DIP services and whether they were satisfied or not with the quality of service that they had received. The duration of each interview lasted for about 30 to 60 minutes.

Moreover, I conducted some unstructured qualitative interviews of Director of and Deputy Director of Passports. Through the interview of the higher officials from Head office of DIP, I tried to grasp their in-depth views regarding various issues related to CC program and their expectation, their concern, their experiences of launching and continuing CC program and their perception regarding factors affecting CC in DIP. And at the end of the field work, interviews of expertise were conducted. I interviewed one expert of the relevant field to get her ideas and thoughts regarding prospects and challenges of effective introduction of CC program in Bangladesh, feasibility of success of CC program, importance of CC in ensuring service quality of government offices and bringing customer satisfaction as well. As she is expert in this domain and knows the current situation of CC initiative, so conversation with her helped me to get a clear, solid and real picture of the CC initiative of GOB.

ii. Observation

The observation aimed at verifying the effectiveness of Citizen's Charter program by visiting selected office premises of DIP. Observation attempts to capture things that cannot be captured through interview. Therefore, observational tool was chosen as one of the data collection techniques for this research in order to justify the information obtained through interviews, questionnaires and documents. It was an important source of information for the study because 'observational evidence is often useful in providing additional information about the topic being studied' (Yin 2009, p. 110). Through this process researcher takes field notes on the behavior and activities of individuals at the research site.

Observational data was found to be as useful as the interview data for this research study because direct observation came handy and supportive in gathering information that were missing especially on components of CC which had been designed to facilitate service delivery, language of CC, information available under CC about existing services of DIP, details and standards of service offered by DIP, opinions of clients towards service quality of DIP etc. in natural setting which did not come out during interview with respondents. Observation method of data collection is also very useful when exploring a topic that causes discomfort to participants in an interview. Besides, observation techniques helped this researcher to discover how service providers deal with their customers in practice and what are the problems faced by customers while taking

services. For example, during the field work, through direct observation techniques, this researcher tried to gather whether the information officer was available in their seats or not. The presence of the Information Officer constantly on his/her desk was crucial because it was observed that whether the people were reading the CC board or not, there was a natural inclination of service seekers to rely on information provided by the supposedly friendly officials to the customers. Keen observation in this case helped finding out whether the official(s) was producing such behavior and service.

Attempts were also made to find out, through observation, whether or not anyone was getting special treatment from the officials on the basis of personal relation or *tadbir*. The observation method also helped in discovering the availability of CC board in a prominent, visible and frequented place within the DIP office building. It was also observed as to whether the officials were following the written rules in dealing with their clients or not, whether clients visiting the office were reading the rules of the CC or not. All these observational evidence were found useful for studying the role of CC in terms of enhancing service quality of DIP.

iii. Documentation

To fulfill the purpose of this study, supplementary data were also collected from secondary sources. Such data is known to have played crucial role in cross checking primary data. Secondary data was used in this study to understand the concept of CC, its usefulness in improving public service quality by analyzing different scholars' opinions, arguments and logics on the research area. Most of the secondary documents were used in this research to understand the factors like existing norms, values, rituals, belief system and so on of Bangladeshi organizational culture in general and public administrative culture in particular. Furthermore, this source helped gathering background and general information about various aspects of CC in Bangladesh. Basically, secondary data for this study was obtained from books, scholarly research on CC, different published and unpublished reports, articles, public documents (newspaper, acts, speeches etc.), academic research, thesis paper etc. Besides, related websites of DIP and national web portal of GOB were also used as secondary source of information.

3.7 Data Analysis

The main purpose of data analysis is to establish a linking logic and relationship between the dependent and independent variables being studied. Creswell (2009) mentioned that,

there is no single way of analyzing data and that analysis is an eclectic process which attempts to make sense of gathered data. Here, description and thematic text analysis were used for qualitative data and descriptive and inferential numeric analysis for quantitative data. Firstly, the raw data (collected during interviewing DIP officials and clients, field observation) was transcribed in a systematic way to maintain the coherency of the evidence. During data analysis, the researcher continually reflects on collected data, moving deeper to understanding and representing the data, and deriving an interpretation of the larger meaning of the data (Creswell 2009). For this study, verbal responses were transcribed into clear written text for analyzing it systematically and making it understandable. In some cases, simple ratio and percentage calculation was used to present and interpret the information. Observational data was transcribed into clear written text for analyzing and synchronizing along with other primary and secondary data.

3.8 Challenges Faced During Data Collection

Every study has some limitations and this study is no exception. The following personal experiences of the researcher were considered worth sharing with the readers which were experienced during the process of data acquisition. CC is a new concept for Bangladeshi citizens. As such, most of the common people were found not to be aware about its existence especially in DIP. In fact, this researcher confronted an information barrier while trying to obtain their perception regarding CC's role. In addition, during the currency of the field visits by this researcher, DIP was going through a transition especially in conjunction with shifting from manual passport to machine readable passport (MRP²⁸). The officials were busy with this changeover and could hardly manage any time for interviews. Because of this time limitation, several of the interviews had to be rescheduled a couple of times. While this particular data collection step was planned for completion latest by September 2010, many target respondents (officials of DIP) requested to delay it until October 2010. But as the field work was prescheduled and had rigid time framework, I had to continue my interviews with the officials in their busy working hours. This may have had slightly negative impact on the overall quality of collected data.

²⁸ A MRP is a passport where the data on the identity page is encoded in optical character recognition format. The GOB has launched the MRP on 2nd June 2010. (<http://www.digitalbangladesh.gov.bd/blog.php?ID=113> accessed on 15th June 2011)

Besides this, the ‘Official Secret Act’ provided some civil servants with excuses for not sharing information with this researcher and very few officials of DIP were willing to participate in the interview sessions. Even though GOB has adopted ‘Right to Information Act’ in 2009, the DIP was not exercising it during this data collection period. Taking advantage of that, the higher authorities of DIP did not permit this researcher to talk to the frontline staffs. This forced the researcher to use personal network to convince the frontline staffs to sit for the interviews. However, these were given on condition of their names and designations not being disclosed.

The other limitation of this study is that enough supporting documents or secondary data on CC in the context of Bangladesh was unavailable since it is a very new policy initiative in public organizations. Therefore, important documents such as periodic report on CC initiative, customer survey card, annual office report etc. were not enough in number as much as it was expected by me. Besides, there is no central monitoring body in Bangladesh to evaluate the CC program from where required information for this study could have been gathered.

3.9 Reliability and Validity of Data

Validity and reliability are important factors for making correct inference about the real phenomena. During the data collection process researchers should be very careful about the sources of data because only reliable and valid data can establish their findings robustly. The following section describes the reliability and validity of gathered data for this study.

i) Reliability of Data

‘Reliability means applying the same procedure in the same way will always produce the same measure’ (King *et al.* 1994, p.25). Reliability indicates the consistency of two measurements of the same thing (Black 1999 cited in Gray 2009). According to Yin (2009, p.45) ‘the goal of the reliability is to minimize the errors and biases in a study’. During the data collection period I maintained the protocol (observational and interview protocol) where I recorded information (time, place, date) while observing the field site, tried to record responses of interviewees and where not possible wrote answer of the interviewees during interview. This record and process of generating data will help the external observers to check outcomes of the research by using the same procedures.

In order to get the reliable data the researcher prepared an interview guide with open-close ended and semi structured questions for two main groups of respondents (customers and officials). A large number of respondents (40customers) were selected purposefully so that they may become representative sample. Only those officials were interviewed who had direct interaction with clients at DIP. It assisted the researcher to check the accuracy of information for matching with ground realities. Data generated from both respondents (customer and personnel) by using some similar questions offered an opportunity to make sure of its reliability. It may be mentioned that the researcher maintained sufficient detail of the field study which could be replicated by someone else. Thus it may be claimed that, if the present research problem is investigated further by other researchers by using similar questionnaires to the similar groups of respondents, they are likely to have similar outcome.

ii) Validity of Data

The concept of validity refers to the extent to which the data we collect gives a true measurement and description of social reality, means what is really happening in our society. Creswell (2009) viewed validity as a strength for qualitative research. Validity means the source of data should be authentic, trustworthy and credible. To ensure the validity data triangulation approach was applied. Keeping this in mind, data for this research problem were collected through three different methods (interview, observation & documentation). Cross checking data collected through these methods ensured the trustworthiness of each individual data source. To ensure further trustworthiness of the data, this researcher interviewed a large number of respondents (customers of the DIP) by applying the same questionnaire. Besides, to ensure the authenticity and credibility of the data, observation sessions were held at the field sites and later, documents were collected related to service provision of DIP to support the primary data.

3.10 Ethics Consideration

Any social science research is associated with a series of ethical issues such as giving informants the freedom of speech, confidentiality, anonymity etc. Social science researchers should be careful about the rights, privacy and welfare of the subjects who are the sources of their information and study. As a researcher, maximum care was taken about the secrecy of the respondents. The personally identifiable information (PII) of the participants has been respected and confidentiality was guaranteed and maintained.

Qualitative researchers endeavor to interpret of what they see, hear and understand from informants but their interpretation is not separated from their own thought and way of thinking. It may lead to bias in interpretation of respondents' view. But this researcher tried to avoid the biasness towards particular issue or event by sharing the purpose of the interview and the researchers' personal information with the interviewees to develop a friendly relation or rapport with the respondents ultimately ensuring the freedom of speech of the respondents.

3.11 Conclusion

The purpose of this chapter was to discuss the methodological approaches that were used to collect required data for this research. The chapter elaborated the research methodology and strategy which were applied to conduct the research. The present study aims at discussing the factors that affect the successfulness of CC program in DIP hence ensure quality in public service delivery. To ensure the best outcome of this goal, this researcher combined both qualitative and quantitative research approaches with exploratory and descriptive strategy. Required data were collected through interviews with open and close-ended questions, observations and documentation and the gathered evidences were analyzed by employing descriptive, thematic and statistical analysis. The triangulation data collection sources made it possible to keep and maintain the reliability and validity of the data.

CHAPTER 4

An over view of Citizen's Charter: International and Bangladesh Context

4.1 Introduction

The study is an endeavor of exploring and examining the factors that play crucial role in the success of CC in Bangladesh particularly in DIP. In addition it also aims to assess the service quality of DIP at the presence of CC. Therefore, it is relevant to discuss the issue of CC in the context of Bangladesh. But before going into the CC program of Bangladesh, I intend to draw a picture of the evolution and history behind emerging of the original CC. Thus this chapter aims to describe the evolution, genesis, objectives, and theoretical underpinnings of CC, scholars' views on CC and also its uses in international context. In addition it discusses the growth of CC initiative in Bangladesh, and finally it ends up with the description DIP and its CC.

4.2 Evolution of Citizen's Charter

The idea behind introduction CC was that, during the last decade of twentieth century, service providers (governments) were thinking to satisfy their customers by improving the quality of administrative performance at the point of contact where public administration and the public meet (OECD²⁹, 2000b cited in Torres 2006, p.159). Therefore, governments were looking for a customer oriented strategy to improve its service quality to achieve the citizen's trust and satisfaction. John Major's Citizen's Charter becomes a good example of user's focused approach, which is based on the idea of extending the market logic of consumer sovereignty to public services provision (James *et al.* 2005; McGuire 2001; Taylor 1999). The CC movement is considered as a landmark shift- in thinking about how public services should be delivered, in protecting the interests and perspectives of service recipients and in giving much greater prominence

²⁹ OECD stands for Organization for Economic Co-operation and Development

to the service seekers. During the early 1980s the Thatcher Government started to realize that day by day the public service of the state is becoming more expensive but less efficient and less responsive. In order to cut the unnecessary public expenditure and divert the inherently inefficient bureaucracy into efficient and effective system government started to give emphasize on the retrenchment along with the improvement of the efficiency of the public sector. These led to some public sector reforms such as the Financial Management Initiative, performance indicators and privatization. All these reforms fostered the recognition of the importance of the individual service recipient, subsequently resulted the Citizen's Charter initiative (Connolly *et al.* 1994, p.23-24).

4.3 Origin of Citizen's Charter

According to Barron and Scott (1992), the *Charter* is part of the wider introduction of changes to the public sector that has taken place in recent years. During 'consolidated Thatcherism'³⁰ public service bureaucrats and professionals were forcing to compete to retain their functions. Since the late 1980s, notions of quality and consumerism have become central to the government's thinking about how best to manage the public service. Predicated on these ideas has been the Citizen's Charter initiative, launched by the publication of a government's White Paper "The Citizen's Charter: Raising the Standard" in July 1991 (Connolly *et al.* 1994, p.23 -24) and later it was repackaged and re-launched by Tony Blair in 1998 (Falconer and Ross, 1999) in the name of "Services First".

It is the fact that original use of charters can be traced back for centuries. It can be found in the 'Magna Charta 1215' or the 'People's Charter of 1838' (James *et al.* 2005). Though the modern Citizen's Charter was introduced in 1991, the term 'citizen's charter', indeed was first used by York City Council— a Labour-controlled council—in 1988 (Connolly *et al.* 1994, p.28). However, the modern charter launched with the aim of achieving better quality and more responsive public services (James et al. 2005, p.2). In the election manifesto Conservative Party stated that-*'The Citizen's Charter is the most far-reaching programme ever devised to improve quality in public services. It addresses the needs of those who use public services, extends people's rights, and requires services to set clear standards— and to tell the public how far those standards are met'* (Conservative Party, 1992 quoted in Falconer and Ross 1999).

³⁰ The period characterized by an emphasis on the markets, including the attempt to create 'quasi-markets' or simulated markets

4.4 Objectives of Citizen's Charter

Charters are introduced for fulfilling some objectives of the organizations. According to McGuire (2001, p.494), an explicit objective of CC is to improve the responsiveness of public service providers to clients or users. Governments also want to establish benchmark for measuring service quality by introducing CC within public organizations. Drewry (2005, p.323) remarks that 'many countries have launched charter initiatives to encourage those responsible for the delivery of such services to raise their standards of performance, to operate in a more transparent way, to be more responsive to the needs and expectations of their 'customers''. In his work on Citizen's Charter Prior (1995) states that, the objectives of the UK's CC were: raise quality, increase choice, secure better value and extend accountability. The major purposes of the CC are to give priority to customers, make the public service transparent and accessible, reduce red-tape and delay, make the Government more accountable, provide all necessary information to customers and make service providers responsive to clients' needs (Osborne 2000; Torres 2003 cited in Haque 2005, p.394). According to the UK CC the public service provision should be followed some principles (Seidle 1995, p. 39). These are: i) Standards, ii) Information and Openness, iii) Courtesy and Helpfulness, iv) Choice and Consultation, v) Putting Things Right and vi) Value for Money. In line with these principles of CC public service providers are obliged to elucidate the standards of services, to provide detail information regarding the available services and to offer apology if things go wrong.

4.5 Theoretical Underpinnings of Citizen's Charter

Pirie (1992, p.9) contends that 'the policies of privatization, internal markets, executive agencies and the Citizen's Charter are all horses from the same stable; they have arisen in the light of Public Choice analysis. They all attempt to engineer a society which will be determined spontaneously by the interaction of its citizens and to transform those elements of it which are planned and directed from the centre' (cited in Game and Vuong 2003). For Public Choice theorists, the CC could be represented, at least retrospectively, as one of a sequence of steps in a revolutionary transfer of power – "downwards from government and its bureaucracy, and into the hands of ordinary citizens" (Pirie 1992, p.5

cited in Game and Vuong) - orchestrated by the Conservative Governments of Margaret Thatcher³¹ and John Major.

4.6 Views of Scholars' on Citizen's Charter

To understand the concept of citizen's charter in a broad context, it is required to know how the term is used by different scholars. After introducing CC in UK, the concept has been studied from different perspective by researchers, scholars and academics. Here I would like to present how CC has been conceptualized and operationalized in the study of some scholars.

In his work on citizen's charter Prior (1995) contends that charter is a statement of commitment, a set of promises to take particular action, together with the means for enabling citizens to judge how far and how well these commitments have been met. He further mentions that charter thereby denotes an openness and accountability in the relationship between local authority and citizenry. Moreover, he argues that charter is a tool of "giving more power to the citizen", not through an extension of state action, but by enabling the citizen to exercise choice.

In his work on contract compliance and public audit as regulatory strategies in the public sector McEldowney (1996) notes that CC is an important mechanism of promoting awareness among citizens about their rights. He further mentions that charter appears as an attempt of empowering the citizen and through mentioning rights it is intended to encourage quality in services.

Falconer and Ross (1997), regard it as a means to empower the public in their relationship with the public services they receive from public organizations' (cited in Ohemeng 2010, p.118). Falconer and Ross (1999) perceive CC as a managerial tool, by which public service providers are able to navigate the contentious territory of consumer responsiveness. They argue that it (CC) helps organization to establish key priorities and clarifies staff roles, and it serves as a guideline for the staffs' react and behavior pattern.

McGuire (2001) remarks that charters are an NPM strategy intended to change the culture of public service delivery to focus on the needs of the users, identified as 'clients' or 'customers'. He views CC as simply a quality assurance strategy that offers a type of

³¹ Margaret Thatcher is a former prime minister of the United Kingdom (1979-1990).

consumer guarantee. According to him Service Charters programmes have incorporated a range of quality assurance techniques including setting service standards, consultative mechanisms, providing information to citizens and clients, complaints and redress mechanisms and quality awards.

Sharma and Agnihotri (2001) consider CC as a tool of establishing and building trust between the service provider and its users.

Drewry (2005) views Citizen's Charter as a way to make government more representative, more participatory, and more responsive to all members of the community by providing more information and right to speak to the citizens.

4.6.1 Critics of Citizen's Charter

Although some scholars see the CC as a way of empowering citizens, enhancing customer's trust and satisfaction, increasing responsiveness and holding public managers accountable, others have expressed skepticism about the ideology of CC. As for example, Deakin argues that, 'the weakness of consumer-based models of action, like the (so-called) Citizen's Charter, is that they exclude in another way, by admitting only half the concerns of citizens as legitimate (those affecting them in their capacity as individual users of services) but do not recognize the accountability of service providers to the community at large' (cited in Bouckaert and Steven 2003, p.308). Other critics submit that, 'CC depicts the standards of provider rather than consumer, reduces broader public discontent to a narrow perspective of customer's choice, overemphasizes the principle of consumer sovereignty and presents the problem of political crisis as an administrative problem' (McGuire 2001; Van de Walle *et al.* 2003; Torres 2003 cited in Haque 2005, p. 392). Pollitt (1994) as cited by James *et al.* (2005) concludes that it remained an 'unwieldy package' too complex for the average citizen and 'in a number of important respects its conceptual basis is confused and many of its proclaimed standards lack either legal standing or clear penalties for failure, or both'.

Despite criticisms, however, the CC recipe has widely been adopted and exercised by many governments all over the world. The next section of this chapter discusses the practice of CC in international context.

4.7 Citizen's Charter in International Context

At first CC started in UK as ten years program with the aim of improving the delivery of public services. After the success of CC program in UK it became the source of inspiration for many governments and it became an imitating reform strategy in different countries. The progress of CC in UK set a mile-stone for others and many countries have launched charter initiatives to make the bureaucracies more transparent, efficient, effective and accountable to the citizens. Sharma and Agnihotri (2001, p.734) claimed that some of these initiatives are very similar to the UK model, while others chart new ground by leaning on the service quality paradigm of the Total Quality Management (TQM) movement. Other initiatives are pitched somewhere in between. In some countries part of the underlying message has been to promote the empowerment of citizens by raising their critical awareness of the quality of services and (in theory at least) letting those who are dissatisfied seek out other providers (Drewry 2005). In the following section I would like to mention the names of the countries that have introduced CC in their administrative system for improving the public service delivery system are as follows: “*Citizen Charter*”, 1991: United Kingdom; “*Service Charter /Carta dei Servizi*”, Launched in 1993 and relaunched in 1995: Italy; “*The Public Service Charter /La Charte des Services Publics*”: 1992, France; “*The Charter for Public Service Users (La Charte des Utilisateurs des Services Publics)*”, 1992: Belgium; “*Service Charter*”, 1997: Finland; “*Service Standards Initiative*”, 1995: Canada; “*Service Charter*”, 1997: Australia; “*Client's Charter*”, 1993: Malaysia; “*Citizen's Charter*”, 1997: India.

The above list reminds that ‘charters come in many different guises and with a variety of labels attached’ (Drewry 2005). This long list of CC practice in different countries shows that the actual contents of charters vary from country to country depending upon their motives for introducing the CC. After knowing the purposes of all these charter, it can be said that, though most of these charters vary in terms of content and purposes, they all aimed at achieving transparency, efficiency and accountability in public service and ensuring quality service deliveries to the citizens by setting new standard of services and establishing a grievance redressal scheme for dissatisfied clients.

4.8 Citizen's Charter Initiative in Bangladesh

The UK's lead was followed by a good number of European as well as South East Asian countries. Bangladesh is the recent addition to this list. Adopting the concept of UK's

Citizen's Charter and applying it into BPS for making the service provision more citizens centered is apparently a policy transfer attempt of GOB. Bangladesh embarked on the administrative reform initiative shortly after its independence. Since its independence, GOB has been introducing different types of reform techniques to make its public service efficient and effective. Basically, 'the clamour for radical change in public administration was raised in the early 1980s by international donor agencies as part of their engagement with the Bangladesh government for structural adjustment programs' (Sarker 2006, P. 187). In essence, Bangladesh has a long history of administrative reform commissions. Interestingly, since independence the government constituted 17 reform Commissions or Committees with a view to reorganize/reform civil service and public sector. More than 20 reports on Public Administration Reform have been prepared by these Commissions and Committees and some of those reports were prepared at the initiative of some of the important development partners, particularly the WB³², UNDP, ADB³³, DFID³⁴, and USAID³⁵ (UNDP, 2007). Sarker (2006) opines that the recommendations of these committees and commissions did not reflect the true spirit of NPM. In 1997, the newly elected government headed by Sheikh Hasina constituted the Public Administration Reform Commission (PARC). As 'the commission was given mandate to recommend policies, programs and activities to improve the level of efficiency, effectiveness, accountability and transparency in public organizations and to enable them to fulfill the government's commitment to ensure socio-economic development and reach out its benefits to the people' (ibid, 2006) so it submitted its report in June 2000 with some solid recommendations based upon NPM strategy. The suggestion for introducing CC in three ministries and five important institutions (Jahan 2006) was one of them. Later the importance of introduction of CC in public sector was discussed in Poverty Reduction Strategy Plan (PRSP) with high emphasize and finally on 8th May, 2007 CC initiative was adopted during the rule of the then Caretaker Government³⁶ (CG). All ministries received a letter along with instruction for adopting CC from the Office of Chief Advisor of the CG. It was declared by the CG that every ministry, divisions, wings and attached departments will formulate and publish their CC in office premises and websites as a tool

³² WB stands for World Bank

³³ ADB stands for Asian Development Bank. It is a strongly capitalized, multilateral development bank, dedicated to reducing poverty in Asia and the Pacific region through inclusive economic growth, environmentally sustainable growth, and regional integration. Available at <http://www.adb.org/About/> accessed on 8th June, 2011.

³⁴ DFID stands for Department for International Development

³⁵ USAID stands for United States Agency for International Development

³⁶ In the parlance of institutional government, a caretaker government is one which normally takes care of state administration for an interim period until the regular new government is formed.(www.banglapedia.org)

of enhancing public service quality and ensuring good governance as a whole. On behalf of CG, the Finance Advisor to the CG, Mirza Azizul Islam, announced that all the departments of government and the autonomous bodies have framed and put on display their CC at their respective offices. [The Daily Star (online edition), Published On: 2008-06-10]. In line with the instruction of both the Cabinet Division and the Ministry of Establishment, all Ministries, Divisional and Deputy Commissioners' Offices, all departments developed and published their respective CC. In 2008 it was appended in the GOB's Secretariat Instruction³⁷.

4.8.1 Elements of Citizen's Charter of Government Offices in Bangladesh

The Secretariat Instruction, 2008 of Bangladesh Government has given instruction to formulate and publish Citizen's Charter (Instruction No. 173). The instruction has set six principles to be incorporated in the CC. These are as follows:

1. Setting measurable standard for service delivery.
2. Flashing service deliverer's identity, cost of service delivery and time frame.
3. Giving opportunity to choose alternative services.
4. Ensuring courtesy including offering apology for mistake and failure.
5. Scope to complaint and provision for corrective measure.
6. Value for money (*i.e.*, all citizens will be given equal treatment and the value or service rendered shall be more than the fees to be paid for that service).

Figure 4.1 depicts the six major features *i.e.*, (i) transparency, (ii) option for choice, (iii) courtesy, (iv) complaint mechanism, (v) equality and value for money, and (vi) specific standardization of citizen's charter of Bangladesh. The present study intends to focus on the effectiveness of these features in service delivery of DIP.

³⁷ Secretariat Instructions procedures for the transaction of governmental business circulated among the state functionaries in an officially compiled document. (available at http://www.banglapedia.org/httpdocs/HT/S_0173.HTM accessed on 8th June 2011)

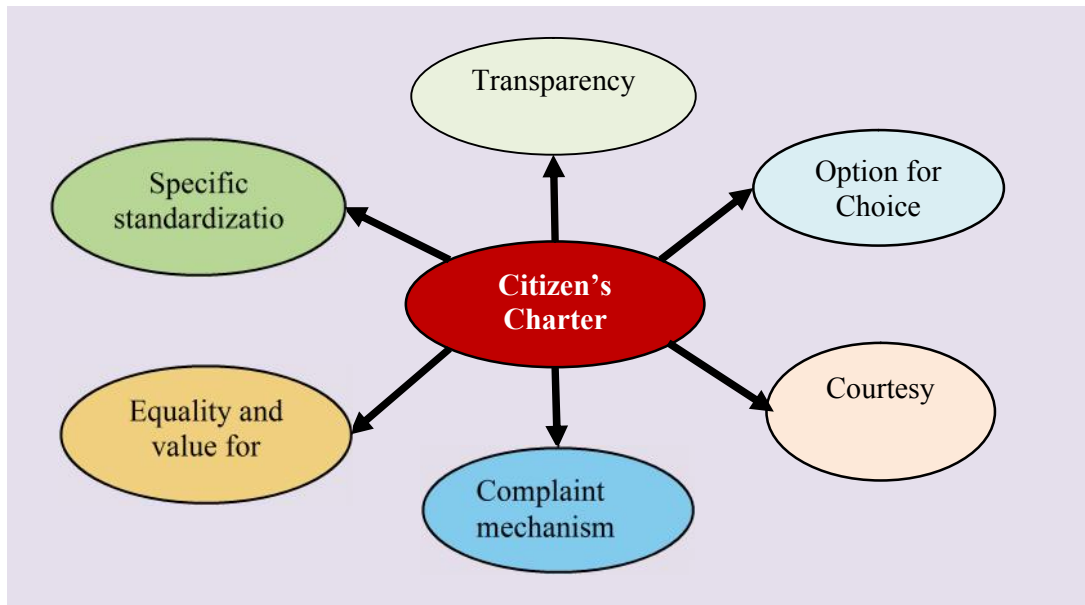


Figure 4.1: Elements of Citizen's Charter of government offices, Bangladesh

4.8.2 Aims of Citizen's Charter Program in Bangladesh

The main purpose of GOB behind the introduction of CC in public sector was to make the public servants more accountable, transparent, responsive and people-friendly. Introduction of CC is aimed also at bringing changes within the service delivery mechanism by introduction of service choices, a culture of consultation, and practicing the essential mechanism of redressing. According to the policy making body and proponents of CC, it will reduce the harassment of the people and make the people aware about their rights by disseminating information about the process and privilege of obtaining public services in Bangladesh. It is believed that, if CC enables fulfillment of all these objectives, it will certainly bring satisfaction among the public service receivers in Bangladesh.

4.8.3 Formulation of CC in Bangladesh

After getting the letter from the Chief Advisor's Office, Ministry of Establishment took the responsibility of giving instructions to all Divisional and Deputy Commissioners to formulate and implement CC at local level. Thus CC was adopted in all offices of the Deputy Commissioners. The implementation strategy of CC policy was taken by the central government and the local level government (division, district) was given the responsibility to implement the policy according to their discretionary power.

Figure 4.2 shows the process of formulation of CC in Bangladesh.

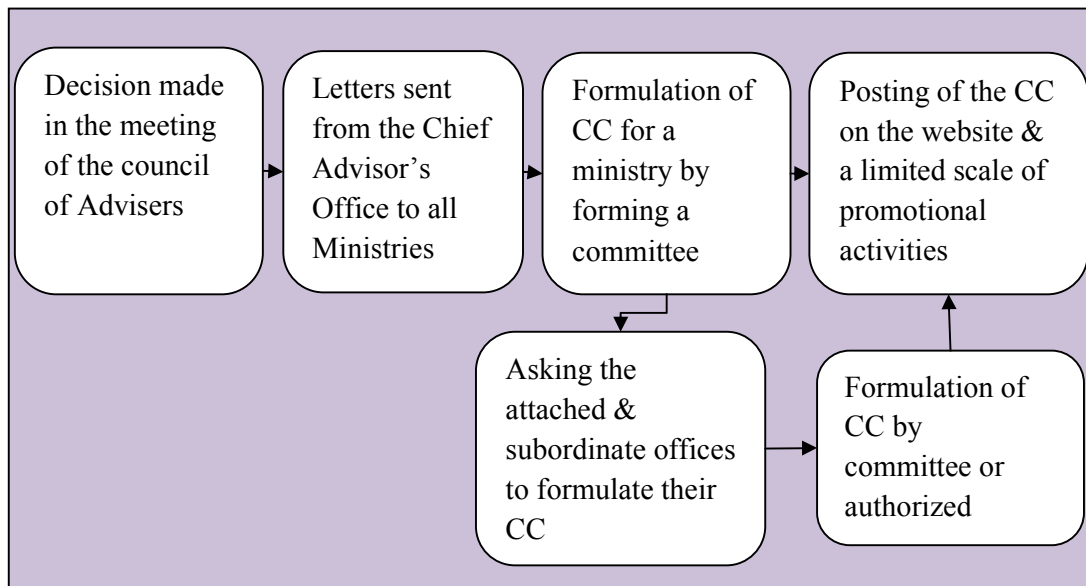


Figure 4.2: CC Formulation Process in Bangladesh

4.9 Department of Immigration and Passports (DIP)

The government of Bangladesh has a two-tier administrative system. The upper tier is the central secretariat at the national level consisting of the ministries and divisions to provide policies and to perform clearinghouse functions. The other tier consists of ‘line’ departments/directorates attached to the ministries and divisions that are mainly responsible for general administration, service delivery to citizens and implementation of various government development programs at the sub-national level (Ahmed 2002, p.327 cited in Jahan 2006). The internal organization structure of a ministry reflects a hierarchical order³⁸. Currently, secretariat in Bangladesh consists of 37 ministries, 11 divisions, 254 departments and 173 statutory (ADB 2005 cited in Jahan 2006, p.3). Departments are attached to each ministry/division. Basically departments determine the blueprint for implementing various decisions taken by the ministry/division by providing technical information and advice. The heads or directors of these departments are determined from the bureaucrats on the basis of their importance³⁹.

DIP is an attached department under the Ministry of Home Affairs, Government of the People's Republic of Bangladesh. The responsibility of the department is to execute government policies on passport, visa, permits etc and to give advice to the government

³⁸ (<http://homepages.uel.ac.uk/u0925853/docs/administration.html> accessed on 28th January 2011).

³⁹ (<http://homepages.uel.ac.uk/u0925853/docs/administration.html> accessed on 28th January 2011)

regarding formulation of policy on these subjects and revision thereof⁴⁰. Besides, DIP is also accountable for communication of Government decision in all policy and procedural matters relating to issuance of passports and visas on reference from Bangladesh Mission abroad. This vision of this department is to issue visa for foreigners and passports for Bangladeshi who are interested to travel abroad. The mission of this department is to issue international, special, official and diplomatic type of passport to its bearer as soon as possible. As DIP works closely with large number of citizens so one of its objectives is to give the best possible service to its customers. The DIP continuously aims to improve services by applying different strategies according to demand and requirements of its clients.

Figure 4.3 presents the Organizational Role Hierarchy of DIP at a glance.

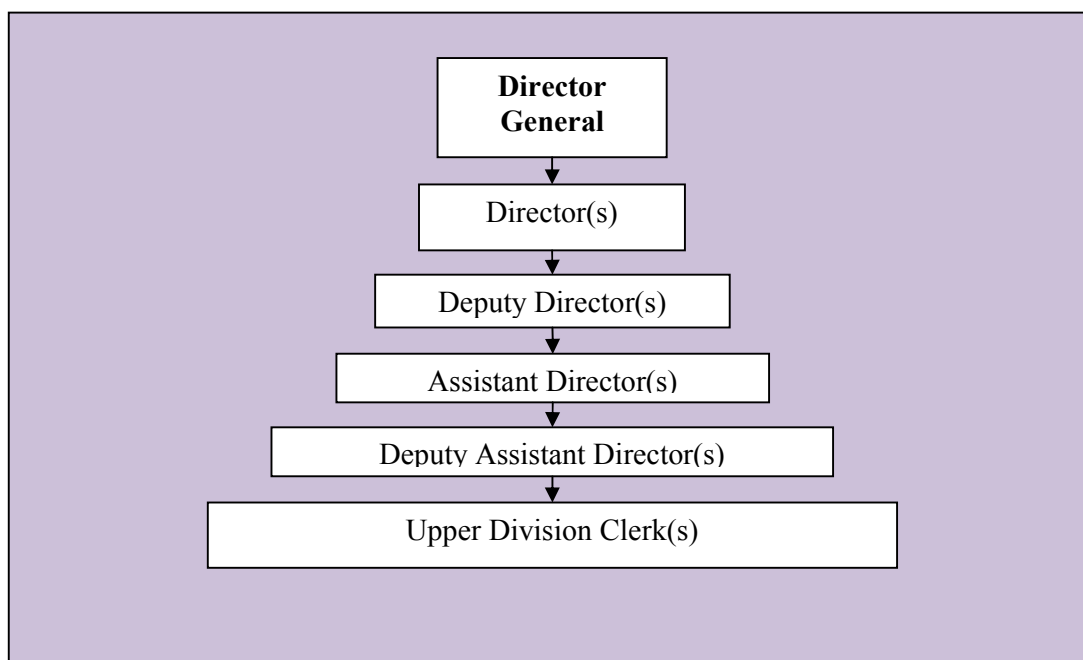


Figure 4.3: Organizational Role Hierarchy of DIP

4.9.1 Functions of DIP

DIP offers different types of services to its clients related to visa and passport. Some of them are as follows: i) Issue of International Passports to Bangladeshi Nationals, ii) Issue of Special Passports to Bangladeshi Nationals for travel to India only, iii) Issue of Travel permits to Bangladesh national falling destitute abroad as per instructions of the Government, iv) Issue of Diplomatic Passports (through this function is performed by the

⁴⁰<http://www.bgdportal.com/Government-Politics/Government-Ministry/Ministry-of-Home-Affairs/Department-of-Immigration-Passport-Bangladesh-12359.html> (Accessed on 10th April 2011)

Ministry of Foreign Affairs), v) Blacklisting of Bangladesh nationals for passport facilities, vi) Impounding / revocation/ cancellation of Passports as per rules, vii) Grant of visas to foreign national visiting Bangladesh, viii) Grant of Road Permit (RP) to foreign nationals, ix) Grant of Landing Permits to foreign national arriving without visas, x) Blacklisting of foreign nationals for visa facilities, xi) Printing, procurement, supply and distribution of blank Passport, Booklets and Forms and xii) Supply of blank Passport Booklets to all Bangladesh Mission abroad.

4.9.2 The position of CC in DIP

In order to overcome administrative problems and malpractices and make the administration more accountable, transparent and customer oriented DIP has introduced Citizen's Charter in 2007 in line with an instruction of the government. The CC is written in Bengali and contains information related to visa and passport. The CC is available in office premises and website of DIP.

4.10 Conclusion

The adoption of CC in government offices of Bangladesh is a very laudable step forward in achieving good governance. The initiative of CC has opened the door for the citizens to know the process of public services which reciprocally contributed in making the public administration transparent and accountable as well. But it is a matter of sorrow that CC was formulated centrally where no effort was made to the actual customer demands towards the concerned institution.

The next chapter deals with the data presentation, analysis and interpretation regarding the effective introduction of CC program in DIP.

CHAPTER 5

Analysis on Service Quality of DIP

'Quality is a word we see everywhere, we're all in favor of quality, just as we're all against sin.'

-Anna Coote (1998)

5.1 Introduction

The purpose of this chapter is to analyze quality of DIP services at the presence of CC hence map the effectiveness of CC program in DIP. In order to collect data 40 passport applicants were asked to share their experiences of getting services from DIP. In addition, some officials were also interviewed to crosscheck applicants' claim as well as their views towards the service quality of DIP. Further, secondary sources of data were analyzed in order to substantiate the primary data.

5.2 Timeliness Quality in DIP

According to CC, it is essential to deliver services as per standards⁴¹ that the respective organization has committed to deliver. Timeliness of service indicates that organization is able to deliver services in stipulated timeframe. Timeliness of DIP services can be identified by measuring the rate of delivering services (*i.e.*, passports) in time to its clients. In order to examine the present timeliness quality of DIP services, the researcher investigated how many clients of DIP get passport in time and the opinion of clients regarding time taken to get passport from DIP. The responses to this investigation are shown in Table 5.1.

Table 5.1 shows the present scenario of time taken by DIP to issue passports. The table shows that 32% clients got passports in stipulated time. 48% expressed that it took longer than stipulated time and 20% respondents replied that it took too long to get passport than

⁴¹ 'Service standard is an expression of firm intent, usually communicated publicly, concerning the level of service citizens can expect.' (Seidle, 1995, p.19)

stipulated in CC. Thus the finding indicates that two third of customer did not get passport in time.

Table 5.1: Time taken to get passports

Category	% of passport applicants
As stipulated in CC	32
Little longer than stipulated in CC	48
Too time longer than stipulated in CC	20
Total interviewees(N)	40

Question: How would you rate the timeliness of the services provided by DIP?

From the findings it can be argued that though the CC of DIP declares to its customers that passports would be delivered within specific time lines but, in practice, most of the cases clients have to wait longer (than the promised time) for actually getting passport.

Regarding the timeliness of DIP, some of the respondents (N=18) shared that they had to wait a little longer than given time frame. Others mentioned that in most of the cases customers have to wait minimum two weeks or maximum 4 weeks more in getting passport than stipulated time. One customer shared his experience in the following way, *“though I was supposed to get my passport within 30 working days but I had to wait for another 15 days for getting it.”*

In order to dig into the causes of delay in delivering passports, the researcher questioned both customers and DIP officials. Some of the service seekers opined that the imbalance of demand and supply side is one of the main reasons of the delay. To validate this reason, the researcher collected the statistics regarding passport application and delivery. It shows that everyday 750 applications (both MRP & Manual) are taken and 450 passports are delivered in RPOD and 150 applications are taken whereas 60 -80 passports are delivered in RPOJ respectively. The above scenario of demand and supply side of DIP confirms customers’ opinions. Half of the respondents (N=20) stated that not getting police report in time is a major factor of not getting passport within the stipulated time.

To know the response of the DIP officials about this issue, the researcher asked the same question to the employees of DIP. All of them (N=11) shared the same view. According to them sometimes DIP fails to meet the time limit because of the delay in getting police

verification report in time. This verification report is popularly known as the Special Branch of Police Report (*SB Report*⁴²).

Deputy Director of RPOD highlighted some organizational aspects regarding this delay. According to him, timely service delivery basically depends upon getting '*SB Report*'. He again added that most of the time, DIP fail to maintain the promised turn-around-time due to the procedural complexity and requirement of attaching a 'clean' *SB Report*. As the SB of Police is not officially accountable to DIP, they could hardly do anything about the unexpected delay in getting *SB Report*.

Some officials (N=4) of RPOD and RPOJ also opined that if the process of getting *SB Report* would become simple and it can be obtained quicker than the current waiting period, almost 90 percent customers will get their passport within the promised turn-around-time mentioned in DIP's CC.

The aforementioned discussions revealed that due to coexistence of dual authority (SB of Police and DIP) and lethargy of SB of Police in issuing *SB Report*, the performance of DIP is unduly seen as unsatisfactory judged against timeliness quality of service deliveries. Whereas the GOB has made the *SB Report* mandatory for obtaining a passport, they (DIP officials) are neither willing to nor can they coordinate with the SB Police even if the passport preparation and its ultimate delivery to customer is delayed.

Further on timeliness, three employees of DIP mentioned that lack of manpower and technical supports (computer and computer expert in keeping data as soft copy) are also important causes of this performance gap. Moreover, the researcher found that the practice of lobbying, bribing, nepotism and favoritism at DIP are, in fact, negative contributions of lack of timeliness quality in the organization.

In summary, lack of coordination between DIP and SB of Police (procedural complexity), shortage of employees, lack of automation, and malpractices are major factors contributing negatively on the timeliness quality in DIP services.

⁴² The Special Branch of police has to carry out investigation of the applicants at both permanent and present addresses and sends back to the passport office with a recommendation to issue/not issue the passport.

5.3 Accessibility or Tangibility Quality in DIP

The available literature of CC advocates that it fosters accessibility in public organizations. Thus it may be assumed that due to the introduction of CC clients may enjoy easy and hassle free accessibility while taking services from DIP. Accessibility in public organizations also helps to build friendly and amiable relation between officials and clients. Moreover, access to information is one of the major pledges of good governance. So without assuring access to information in public organizations, achieving good governance is almost impossible. In order to analyze the service delivery performance of DIP regarding accessibility quality, data were collected on the basis of the following four categories.

i. Ratio of providing Information regarding all services available in DIP and procedures of availing Services

In the case of DIP, the information written in CC is drafted in local, simple and concise language. A large number of respondents (clients) told that CC is easily readable. When it comes to see whether the information for applying all types of passport in all category are available or not, it was found that CC contains information (how to apply and list of documents needed to attach with application form) regarding applying for new passport only. However, other information regarding ordering passport in the case of lost and damaged, making an official passport, and changing particulars in passport are missing in CC. However, the study also found that though the information about renewing passport is written in CC (e.g., in website, <http://www.dip.gov.bd/sites/default/files/CitizenCharter.pdf>) but this information is not available in bill board placed in front of the DIP offices. As the internet penetration in Bangladesh is very low (0.6%)⁴³, the majority of the citizen are not aware of this information. As a result, the clients of these services are not getting required information. The above findings show that to some extent DIP is still lagging behind in disseminating various kinds of information to its clients.

ii. Usefulness of the available information

According to the principles of CC, the information provided by CC would be beneficial and helpful to the clients. In order to investigate customers' opinion regarding the usefulness of the given information in CC, the researcher collected data by asking clients

⁴³ <http://www.internetworldstats.com/asia/bd.htm> (accessed on 18 June 2011)

to rate the usefulness of information available in CC. Among the respondents, 62% found it helpful, 34% respondents found it little useful, and only 4% of the respondents claimed that the available information was not of use for them. These findings testify that majority of the clients of DIP find information provided under the CC scheme as useful. A 2006 survey (carried out by Alam and Rahman) showed that thirty three percent applicants sought the help of broker or middlemen to fill out their forms for passport because of lack of ideas of the process of getting passport. In comparison, this research conducted in 2010 found that only 15% clients used middlemen to obtain passport in time.

From this above findings it may be argued that following the introduction of CC at DIP in 2007, it has become easy and possible for most of the clients to process their application by themselves. Some (N=30) respondents remarked that availability of information is also helpful in protection from being deceived. It also reduced the harassments from the middlemen. It not only helped the applicants to know about the rules and procedures of the DIP but also made them aware about their rights. Moreover, the information provided in CC about cost of service, delivery time of service, and necessary information about how to apply for a specific service makes the public administrative system more transparent to the citizens. The findings help to establish the fact that CC is useful in empowering the public and helpful in their forging better relationship with the officials. Therefore, it can be said that the available information regarding application processing for passport has made the process easy and trouble free for clients of DIP.

iii. Level of Accessibility to the Assigned Employees of DIP

Easy access to the desired officials is an indication of good and quality service. According to CC provision officials' addresses and telephone numbers must be in website and email addresses of the respective organization so that clients can easily find the concerned officers at their designated place. But during the field study it was found that, charter of DIP does not contain this information of the key officials of DIP. As a result, clients seeking services still face problems in getting access to the designated officers. For instance, many customers do not know the actual location of Deputy Director's (Dhaka) office as it is not prominently displayed in CC. One service seeker shared his view regarding accessibility in the following way-

“We (most of the clients) do not know the actual location of Deputy Director’s office officially who is the higher authority of giving solution to any problem related to passport service”.

Further on the accessibility issue, four clients pointed out that security guard (doormen) prohibited them to meet the key officials. One client claimed that access to the officials is still a big hassle. He further pointed out that,

“The security guards or duty police ask unnecessary questions before allowing entrance into the main DIP building (Dhaka) which creates customer annoyance with the service delivery system of DIP”.

Some respondents (N=15) remarked that-

“We are dissatisfied due to untoward behavior of Ansar Bahini.⁴⁴ They (Ansar) harass clients in the name of maintaining security. Sometimes they do not allow us to talk to the officials. We have to give them some money to get access to the officials.”

Table 5.2 shows the response of the clients about the accessibility to DIP official.

Table 5.2: Level of client accessibility to concerned official of DIP

Statement	Ratio of clients who get access to concerned officials (in %)
Easily accessible	13
Accessible with persuasion	24
Not accessible at all	8
Do not know	55
Total interviewees (N)	40

Question: What is your experience in getting access to the concerned officials?

The above table portrays that 13% clients found easy access to the concerned officials, 24% got access with persuasions, 8% found not accessible at all and majority (55%) of the clients opined that they had no comment regarding the issue of accessibility. It indicates that most of the clients do not need to go to the concerned officials from which it may be assumed that majority of the service seekers at DIP are not aware of the rights

⁴⁴ The Bangladesh Ansars (commonly known as Ansar Bahini) are a paramilitary force for the preservation of internal security and law enforcement in Bangladesh.

and the standard of services that should be provided by DIP or even they may actually have no complaint against the service quality that received from DIP. On the other hand, considering the fact that majority (24% among 45%) of the respondents to the accessibility question did claim that they had to apply some kind of persuasion for getting access to the officials.

Further in regards to persuasion, some clients (N=8) mentioned that lobbying, bribing and personal connection with the DIP employees facilitated their accessibility.

During field study the researcher noticed some crucial events regarding access to the officials. The researcher found that getting access to the officials is quite difficult for those with less education. Moreover, it was also found that some people got easy access to the higher authority of DIP as they are somehow familiar (relatives, friends, friends of friends, etc.) with the officials.

In short, the findings regarding level of accessibility, help to establish that although less than half (45%) of the customers need access to concerned officials, due to lack of information regarding floor location of key employees and hostile behavior of security guards, clients fail to enjoy the accessibility quality of DIP fully. The findings also reveal that accessibility to employees is limited to some groups of customers of DIP. And it is still quite hard for the disadvantage group (low social status, low social network, low level of education) of clients those with low social status to knock at the door of officials even if they are available in their seats. Therefore, it can be said that many customers at DIP still struggle to get access to DIP concerned officials.

5.4 Responsiveness and Friendliness Quality in DIP

Responsiveness quality indicates that customers are treated with dignity and respect, organizations are valuing customers' time, service providers and receivers communicate in an open and straightforward manner, and clients are listening carefully to obtain an understanding of customers' requirements by the employees of the organization. In this study responsiveness quality of DIP has been measured by the following categories.

i. Responsiveness in verifying and receiving application form, attending phone call, listening clients' problem and giving solution of those problems

The logic behind introduction of CC in public organizations of Bangladesh was to focus the needs and demands of ordinary citizens, making the citizens conscious about their proper rights and to empower them in achieving those rights. Lovell (1992, p.396), notes that 'the customer wants to be treated by worthwhile individuals where their opinions about what they want and need are respected'. CC creates the chance for treating the customer as individual. The study found that for the lack of standard behavioral pattern to respond to clients' needs, the concerned official of RPOJ does not start to receive the application form unless 20 to 30 applicants gathered in front of the application receiving counter. As a consequence, clients have to wait unless the number reaches to the requirement. This process of receiving application form is a waste of time. Clients are fully annoyed for this reason but there is no one to hear to their problems. This finding supports Kim and Monem's (2008) observation that the civil servants of Bangladesh are inherently apathetic and lack of concern to the needs of their citizens. On the other hand, customers of RPOD suffer for long queue in front of application dropping counter and passport receiving counter. Usually a client has to stand in queue for at least 3 to 4 hours and minimum 2 hours for dropping his application form and receiving passport respectively. These findings are similar to the findings of Transparency International Bangladesh⁴⁵ (TIB, 2007) which reported that during rush hours, extreme chaotic situation prevailed in front of different counters while application dropping and passport receiving queues stretched up to nearby roads.

The study also found that inadequate manpower for serving the huge number of clients has created this long wait for the clients of DIP. Moreover, the present study found that clients' experience of getting service providers' responses towards their needs is not satisfactory. Some clients (N=6) claimed that they have to call almost five to six times to reach to the Public Relation Officers (PROs). Furthermore, other clients (N=26) mentioned that PROs were not very friendly to listen to their appeal. From the field observation the researcher discovered that employees cannot be very friendly and helpful to the poorly literate or mildly educated applicants to fill-up the application form and handle their application on the basis of individual attention. The above findings on

⁴⁵ Transparency International Bangladesh (TIB) is an independent, non-government, non-partisan and non-profit organization with a vision of Bangladesh in which government, politics, business, civil society and the daily lives of the people shall be free from corruption.

courteousness of DIP employees give impression that in spite of introduction of CC in DIP its officials behavior patterns towards clients' demands and needs has not changed yet.

With regard to get right advice, direction and information from PROs, few service seekers (N=12) informed that, sometimes members of the “*Ansar Bahini*” (basically deployed to maintain the security of the office) sometimes plays the role of information provider at RPOD and RPOJ. Since they could not provide appropriate information to the customer due to lack of adequate knowledge, customers often get more confused by inappropriate information.

ii. Availability of Employees in Help Desk

The information center of any organization is very useful section of service delivery because the designated staff of this section is responsible for providing information to the clients about their services, rules and procedures of getting those services. Therefore, for delivering quality service it is required that the concerned employees are available at their desks. In the case of availability of help desk officials it was found that the concerned officers were not available on their seats for fulltime. Moreover, the researcher observed that the information centers of Dhaka and Jessore office were not open on all working days and even during the opening hour, duty officers were also absent for few hours during his duty time. In order to unveil the truth on the availability of help desk officials at DIP, the researcher asked the clients whether they would get PROs on their seats or not when they were needed by a client or visitor.

Table 5.3: Availability of information officers

Statement	Ration of clients who get the information officers available at their seats (in %)
Always	25
Some times	63
Not available	12
Total interviewees (N)	40

Question: Are the responsible officials available on their seats?

Table 5.3 shows that 25% clients found that officials are always available on their desks however, 63% stated that officials are sometimes available while 12% clients expressed that concerned officials are not available at the information center. The above data shows that clients' experience in getting the information officers available at their desk varied. However, it also reveals that majority of the clients found that the information officer was not always available during office time.

With regard to availability of information officers on their desk one client remarked that- *"I had to wait for long time to get the information officer available as he was absent for sometimes during the duty hours."* Another client said that *"even in the case of closing nobody bothers to hang a notice."*

Although the aim behind the introduction of CC was to make service providers responsive to clients' needs, the infrequent unavailability of PROs at their desk is an indication of the deficiency of responsiveness quality of DIP services. It also proves that PROs of DIP are not yet concerned about their duties and responsibilities and not very forthcoming in helping clients.

iii. Willingness to help customers

Willingness to help customers means employees of organization show promptness in fulfilling service seekers' demands and they possess empathy towards their clients. Concerning willingness to help clients, it was found that employees of DIP are not that much sympathetic towards all types of clients.

According to some (N=12) service seekers, *"though many of the officials are helpful but their behavior varies from customer to customer and all customers are not equally treated by them."*

Some customers (N=15) also mentioned that officials are more helpful towards them who are somehow familiar with them or who come through lobbying. One customer shared that -

"The treatment of officials sometimes gives the impression that they (service providers) are landlord and we (clients) are their servants".

Another client opined that *"many of them do not treat clients cordially."* In this respect, yet another customer mentioned that, *"The willingness of the employees to listen to customers' problems depends upon their mood and time."*

With regard to employees' willingness to help customers, one third of the service recipient respondents of this study perceived that their problems were not being taken seriously by employees of DIP. Furthermore, during the survey visits, this researcher found lack of employee responsiveness in helping the applicants to fill-up passport application forms, attending phone calls, and listening to clients' problem etc.

All the above findings show that in spite of having an active CC in DIP the clients are not treated with enough respect by the staff. Moreover, PROs and responsible officials of DIP are indifferent to listen to the clients' problem and are less willing to handle their request quickly. The findings of the current study therefore, indicate poor responsiveness of officials of DIP. It also establishes Zafarullah's (1997) observation regarding the bureaucrats of Bangladesh. "...unnecessary harassment, procrastination in deciding simple problems, discourteous and arrogant behavior, keeping customers waiting for hours before attending to their needs, frequent absence from office, not maintaining appointments, ignoring pleas for reconsideration of a problem, unwilling to correct mistakes, and making unabashed approaches for pecuniary benefits" (cited in Jahan, 2006).

5.5 Cost Effectiveness Quality of DIP Services

The principal focus of CC is to improve public services for individual citizen. The exercise of CC in any organization is supposed to return customers' money by enhancing the responsiveness of officials, ensuring equality, maintaining timeliness, and compensating customers for failures in service deliveries. Cost effective service means the service is delivered indeed as per the standard of CC.

As public institutions are funded by citizen's tax either directly or indirectly, they have the right to have minimum and particular quality services from the government. Therefore, as a public organization, DIP has also responsibility to ensure public money by delivering services efficiently and effectively to its stakeholders. On the issue of cost effective service this study found that most of the service seekers consider the service of DIP less cost effective as they experience various harassments during getting services. Even after paying the required fees for getting passport, people of Bangladesh are not getting minimum expected services from present passport delivery system (The Financial

Express⁴⁶, July 14th, 2007⁴⁷). Some clients (N=22) of DIP consider that this department and its service delivery mechanism give extra hassle to its clients. Issuance of '*SB Report*' by the SB of Police is an extreme example of clients' harassment in DIP. Because almost all new service seekers of DIP have to give bribe to SB police for issuing the report. While there is no set turnaround time for the *SB Report*, passport seekers are usually in need of the quickest possible delivery of the passport. Passport seekers wishing to 'expedite' a 'clean' *SB Report*, therefore, have to spend some unaccounted money to 'please' the assigned police officer for the 'favor' at the earliest possible of time. This mal practice is diminishing the cost effectiveness of the DIP services. Thus the process of obtaining '*SB Report*' is considered as complex, exhaustive, and time consuming for service seekers of DIP. It comes as no surprise then when most scholars (Zafarullah, 1998; Jahan, 2006; Rouf, 2007; Kim and Monem, 2008; Jacobs, 2009; Monem and Benjamin, 2009) still term public service delivery procedures as complex in Bangladesh.

It is generally believed that if the organization is able to pay back the money of its clients through delivering qualified service then most of the clients become happy. In order to know the cost effective quality of DIP services, clients were asked to comment on this aspect. All customers (N=40) opined that, they did not get equal value from DIP compared to their expenditures. Some clients (n=24) perceived that, "*in the name of giving services this department is killing our time, money and energy.*" Others (n=16) opined, "*We are ready to give more user fees to the government but we want assurance from the department that it will provide standard services by saving our valuable money, time and energy.*"

According to the majority of respondents (clients), waiting in a queue for dropping application and receiving passport was painful for them. It is obvious that the service providing mechanism of DIP is time consuming for every client of the organization. So it can be said from the above statements that, in terms of services, customers of DIP are not getting proper worth of their money. Huque and Rahman (2003, p.405) mentioned that 'the bureaucracy in Bangladesh has been criticized for its low level of efficiency and high incidence of corruption'. During observation it was noticed by the researcher that in many cases, corrupt staff demand bribe from clients for bypassing official rules which

⁴⁶ The Financial Express, the only English financial daily in Bangladesh, began its journey on November 10, 1993. http://www.thefinancialexpress-bd.com/aboutus_new.htm (accessed on 28th February, 2010)

⁴⁷ Available at : http://www.thefinancialexpress-bd.com/more.php?news_id=4307 (accessed on 28th February, 2010)

goes against the fair treatment commitment of CC. Regarding corruption in Bangladesh it was found from the available literature that almost all forms of corruption are found in politics and administration in Bangladesh such as bribery, abuse of authority, nepotism, favoritism, patronage, theft and deceit (Khan, 1999; Haque, 2001b; Sarker, 2001 cited in Sharker 2006, P. 194).

The Daily Prothom Alo (August 8th, 2010) reported that the word passport is synonymous to bitter experiences, corruption, fear, harassment, trap of middlemen etc. to most people. Though returning clients' money in the name of delivering effective and efficient service is central to the CC, the above data indicates that unfortunately most of the respondents had to face extra hassles (*i.e.*, wasting extra time or money) for taking passports. It can be argued that corruption, lethargy and malpractice still exist in DIP in a small context. From the findings of the current study it may be claimed that in DIP, still CC program is not operating successfully to weed out unnecessary rules, procedures, and red-tapism from organizational procedures. Therefore, for ordinary citizens seeking services from DIP tantamount to hassles, harassment, annoyance, irritation and the like.

5.6 Grievance Redressal Quality of DIP

CC facilitates bottom-up version of accountability through exercising grievance mechanism. By putting the standards in the form of public guarantee and providing redress mechanism, CC establishes a direct form of accountability within public service sector. Accountability eventually helps to improve the overall performance of the organization. Thus it is needless to say that an active complaint handling system plays crucial role in improving the service quality and it improves the overall performance of the organizations. Therefore, every institution should work for making its complaint handling mechanism active in order to improve its service quality. An active redressal mechanism tells customers how (process of file complaints) and where to register complaints, when (time) complaints could be registered, name, phone number and office address of the employee who is responsible of giving feedback against customers' complaints and timeframe of resolving the complaints. If the grievance mechanism of the office does not exist in practice and work properly rather concealed within official documents only then the quality assurance process will not come in true sense.

In order to explore the quality of grievance handling mechanism of DIP, the researcher asked the clients whether they would receive any satisfactory explanation from the

passport delivery counter in the case of not getting passport in proper time. The responses revealed that in the case of non-delivered services, 47% clients got the proper explanation from the authority and rest of them (53%) did not get appropriate explanation. Further, service seekers were asked whether reasons given by DIP for non delivery of passport were convincing to them. Among the 47% of who got explanation against non-receipt of passport, 43% said that the explanation was convincing and 57% claimed that it was not convincing to them.

Figure 5.1 and 5.2 present the findings regarding getting explanation in the case of non delivery services.

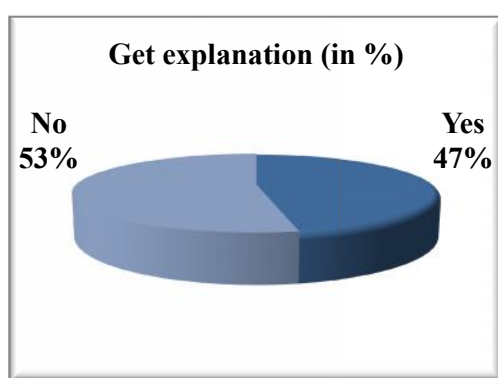


Figure 5.1: Provide explanation for non delivery of passports

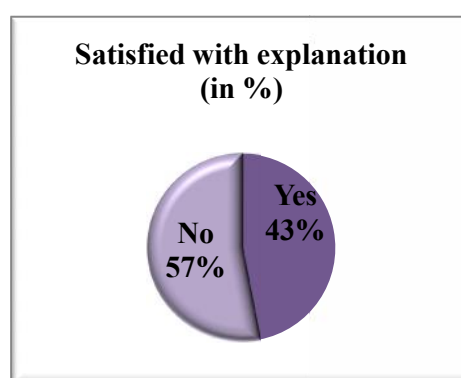


Figure 5.2: Explanation is satisfactory to clients

It is generally argued by the advocates of CC that the quality can be improved by developing a system to receive complaints and responding to valid complaints. In order to know the status (active or inactive) of grievance redressal mechanism of DIP, the researcher asked the clients whether they filed any formal complaint about the non-delivery or delay in services. All of them (N=40) replied that there is no provision of filing formal complaint in DIP.

During the field study, the researcher noticed that CC contains minimum information regarding grievance mechanism at DIP and its Dhaka office does not have a specific place where customers could find explanation or help if anything went wrong with them. As a consequence, clients of DIP cannot file any formal complaints if services are poor and unacceptable. The above findings help to deduce that grievance redressal mechanism

in DIP is incomplete (information missing about who will handle the complaint, how quickly the complaint will be acknowledged etc.) and it is not exercised fully in DIP.

Needless to say, improving the service quality according to the demand of clients, holding employees accountable and making the service mechanism transparent remain unaddressed in DIP due to ineffective redressal mechanism. Thus it may be contended that though initiative of CC in government offices was a great step forward of GOB in achieving quality delivery of public services but the incomplete and inactive complaint mechanism affects the effort adversely.

5.7 Analyses of the Findings

It has been argued earlier that successful introduction of any policy is the key to realization of the concerned policy goals. One major goal of GOB behind the introduction of CC was to ensure the quality of public service delivery. Though CC is undoubtedly the essential first step towards guaranteeing quality public service, findings of this research goes to prove that the quality of service delivery at DIP is not close to the desired level. It is of course noticed that in the presence of CC, quality of DIP services regarding dissemination of information is assured in DIP. In fact, customers of DIP are now more aware of their rights and, in most cases, know how to protect themselves from being deceived. From this perspective, it can be argued that the introduction of CC relieves DIP from traditional mode of functioning where clients were hardly able to get information in advance about formalities and other requirements in connection with receiving governmental services. On the other hand, the study also found that in most of the cases clients have to apply some kinds of persuasions in order to get access to the officials. Moreover, PROs are still not much empathetic towards clients' needs and demands. Thus the findings of the present study help in concluding that though the information regarding services is well published, due to lack of active grievance redressal mechanism irregularities, bribery and corruption have not disappeared completely in DIP even after three years the introduction of CC. Although it was assumed that the introduction of CC in public organizations of Bangladesh would inspire public officials to deliver better services according to preset standards, make them courteous and helpful in delivering services and foster openness, choice and consultation to ensure accountable to the clients; in reality, DIP is still struggling to come close to the best practices in government service delivery let alone service standards envisaged by the introducers of CC at DIP.

The table on next page summarizes the major findings of the study on service quality of DIP.

Table 5.4: Current Service Quality of DIP

Quality	Optimum Situation (Refer Assessing Scale in Table 2.1)	Current Situation
Timeliness	Passports are delivered within the pre-set time frame	Majority do not get passports in stipulated time.
Accessibility	Information on all services are provided in clear, concise, and jargon-free language; employees' names and designations along with floor location within the office premises are prominently displayed; office of key employees are conveniently located within the reach of the service seekers together with easy accessibility at time of special needs; and more importantly, continuous availability of key employees at all desks throughout the working hours.	<ul style="list-style-type: none"> i) Majority find required information on application for new passports; ii) Some important information especially on lost and damaged, making an official passport applications are not provided; iii) Names, floor locations, and telephone number of key officials are not provided; iv) It is still difficult for socially disadvantaged groups to get access; v) Majority resort to some kind of persuasion tactic to get access to key officials; vi) Security guards still harass and intimidate visitors to some extent.
Responsiveness and Friendliness	Visiting clients are received with respect, care and empathy during submission of application form and collection of passport; client telephone calls are attended with readiness, promptness, and courteousness; and client problems are listened to with a willing mind to help.	<ul style="list-style-type: none"> i) Many DIP officials still hold some kind of unwelcome attitude towards customers; ii) Officials are still reluctant to extend help and care to clients; iii) Many employees are still below the expected level of courteousness, promptness, and responsiveness.
Cost Effective Service	Service requests are received and services are delivered ensuring least possible spend of clients' money, energy and time.	To majority of clients, having a passport is still tantamount to wastage of time, hassles, harassment, annoyance, and irritation.
Grievance Redressal Mechanism	Customers are able to file complaint, acknowledgement of customers' complaint within specific timeframe.	Still non-functional

Source: Field Study, July-August 2010

5.8 Conclusion

This chapter has investigated the quality condition of DIP from the customer point of view to understand to what extent the CC is effective in ensuring quality in service deliveries at DIP. After discussing and analyzing gathered data on five service quality dimensions of DIP, this chapter has concluded that even after the introduction of CC, DIP is still not fully able to deliver quality services in the cases of timeliness, responsiveness and cost effectiveness although in other cases (*e.g.*, access to information) quality has been ensured.

So the question may come to one's mind that instead of practicing CC what impedes DIP to deliver quality services? The next chapter of this thesis is an attempt to search the answer(s) of this question.

CHAPTER 6

Analysis on How Organizational Culture and Human Resources Affect the Effectiveness of Citizen's Charter Program

6.1 Introduction

The major aim of this analytical chapter is to analyze how and to what extent organizational culture and human resources/personnel affect the effectiveness of CC program in DIP. This analysis is also likely to reveal the administrative culture of DIP by presenting empirical findings that are found from the field study carried out for this research. Thus this chapter attempts to find out to what extent organizational culture of DIP is compatible to exercise CC as a tool of NPM for ensuring quality service delivery. In order to find out the influential factors and actors of making the CC successful, eleven employees of DIP were interviewed. In addition in some cases service seekers were also interviewed to crosscheck the data provided by service providers. Further, data from the secondary sources (*e.g.*, newspaper articles, books) were incorporated to substantiate and analyze the primary data.

6.2 Data Presentation and Analyses on Organizational Culture

In order to explore the readiness of DIP to exercise CC program, data were collected on the basis of two cultural dimensions i) *power distance* and ii) *uncertainty avoidance*. Thus this section presents how these two variables affect the success of CC program in DIP.

6.3 Power Distance

Power distance dimension of an organization is usually analyzed to understand the extent to which clients and frontline employees are allowed to participate in organizational activities and in decision making process. The following organizational characteristics of

DIP are analyzed to map its existing organizational culture and see if power distance is high or low at DIP.

6.3.1 Delegation of Authority between Superiors and Subordinates

It is already established that the higher the degree of power exercised by concerned employees, the greater the chances for CC to become successful. Moreover, high degree of exercise of discretionary power by employees ensures the fulfillment of customer requirements instantly. At DIP, the success of CC depends upon the exercise of power by frontline staff as they directly interact with the customers and know clients' needs more intimately and may provide solutions in first instance. Such practice may also help CC to grow and impact on service delivery quality of DIP strongly and positively. On the other hand, the lower the degree of power exercised by concerned employees, the lesser the chances for CC to become effective. To test the status of the officials' usages of discretionary power at DIP, this research examined the power distance culture of DIP. In order to collect data on related issues the researcher asked the employees how frequently they made decision on the spot and how frequently they took initiative to solve client problems instantly. The survey question and responses are presented in table 6.1.

Table 6.1: Empowerment of officials of DIP

Statement	Number of Respondents
Always	2
Sometimes	2
Rarely	1
Never	4
Total interviewees (N)	9

Question: How often you can solve your clients' problem without consulting your boss?

The survey results depicted that among nine employees, the top level employees (Deputy Director and Assistant Director of RPOD and RPOJ respectively) always, mid level employees (Assistant Director of RPOD) sometimes, and lower mid level employees (Deputy Assistant Director of RPOD) rarely solved their client problems without prior consultation with their respective higher ups. It also confirmed that front line or lowest level employees (Upper Division Clerks) never solved client problem without consulting their seniors or higher ups. Notably, one front line employee prolonged his statement by mentioning that *"it is an unwritten document that lower level echelon can never take any important decision without consulting his boss"*. It may also be that top level officials of

DIP do not feel comfortable to delegate authority to lower level employees because of their lack of trust in competence of these frontline employees. In this respect, another frontline employee remarked that, *“if the problem is complex then it is not possible for the front line officials to give solution without consulting the boss”*.

In order to crosscheck the responses or information gleaned from employees, the researcher asked the service seekers a complimentary question: “how often the front line employees solve your problems immediately”. A lower percentage of the respondents (10 out of 40) mentioned that if problems arise, the PROs always make the customer wait for long time to get the solution. One customer mentioned that some of the frontline employees always need to visit his boss to give the solutions of the problems. These responses from service seekers corroborate responses gleaned from the employees. Together these findings and statements confirm that discretionary power is vested at the hands of the top officials at DIP.

The next question of this researcher to the employees of DIP was to find out the type of hierarchy (pyramid shaped or horizontal) that existed at DIP. The question and the responses are presented in the below table.

Table 6.2: Type of Hierarchy in DIP

Designation - Dhaka Office	No of Levels to Pass	Designation - Jessore Office	No of Levels to Pass
Deputy Director (1)	0	Assistant Director (1)	0
Assistant Director (2)	1	-	-
Deputy Assistant Director (1)	2	-	-
Upper Division Clerk (3)	4	Upper Division Clerk (1)	2
Total interviewees (7)		Total (2)	

Question: How many levels you have to pass before taking any initiative?

By looking at Table 6.2, one may conclude that the current hierarchical structure of DIP is pyramidal. From the table, we can see that seven out of nine employees needed to pass between one and four hierarchical levels before taking any initiative. The front line employees needed to pass through more levels than mid level employees of DIP. It also shows that the top level officials at both Dhaka and Jessore Offices do not need to pass

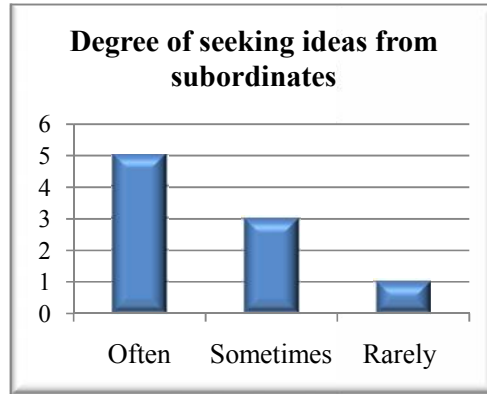
through any hierarchical level for taking any initiative. These findings clearly reveal that there exists a pyramid style hierarchical structure at DIP and also, a power gap exists between lower and higher echelons of DIP hierarchy.

On delegation of authority, the mid and low level employees were asked to respond on how they view their bosses. All respondents (N=7) replied that “*Boss* is always right and *He* knows best”. During observation the researcher noticed that subordinates show puffed up and somehow undue respect to their respective bosses (when talking about their bosses, they would utter the word “*Sir*” at the beginning as well as in the end of every sentence). These may also lead to the conclusion that power is not delegated to the very important (for CC) low level or front line employees at DIP.

6.3.2 Participation of Superiors and Subordinates in Decision Making Process of DIP

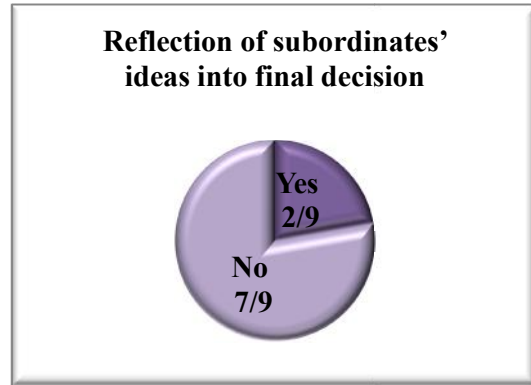
It is generally argued that the larger the number of employees practically involves in decision making process, the higher the possibility of existence of a participatory decision making culture. A participatory decision-making culture provides discretionary power to frontline employees to work with their full enthusiasm and ownership of the core values of CC. On the contrary, low level of participation of front line employees in decision making process indicates high power distance culture. In such type of culture, decision is made in top-down fashion. The majority of decision making theorists assert that when the decision making power is vested at the top echelons of administration and the implementers *i.e.*, front line employees, cannot participate in decision making process, the front line employees do not own the organizational decision. Ultimately, it becomes extraordinarily challenging for them to implement those decisions. Thus in theories, participation of the front line staffs in decision making regarding CC should have been facilitated to ensure effectiveness of CC program in DIP. Employees of DIP were interviewed to reveal the decision making culture of DIP. The questions asked by this researcher to the employees of DIP and their responses are tabulated as below:

Figure 6.1: Degree of seeking ideas from subordinates



Question: How frequently bosses discuss matters and seek ideas from you?

Figure 6.2: Reflection of subordinates' ideas into final decision



Question: Have your ideas been reflected in the final decision of DIP?

The above findings helped the researcher to figure out that decision making culture of DIP is authoritarian rather than participatory. While figure 6.1 shows that majority of the respondents (N=5) stated that their bosses often discussed matters with them and asked ideas from them, figure 6.2 shows a contrasting scenario of decision making process at DIP. The latter confirms that shared ideas of only two out of nine employees (22%) are reflected in the final decision of DIP.

On the current state of decision making process is further clarified in the remarks of the Additional Director of RPOD as he said,

"This is our main disappointment that Ministry takes all the crucial decisions in our affairs while we are left out of that process completely. ...Yes, only the 'boss' can participate."

Another confirmation of centralized and authoritarian decision making process concerning DIP came out during an informal interview with the Director of Passports when she stated that *"as DIP is an affiliated department under the MHA, the key authority of taking major decisions rests in the hand of the MHA"*. She further mentioned that though the officials of DIP design and propose many policies to MAH for the improvement of service provision, only a few would actually be passed. A report published by Civil Service Change Management Program (CSCMP, 2009) identifies 'highly centralized administration and management practices of BCS' as the core problem of detriment performance of the field level personnel. It also asserts that this also

makes delay in decision making process which hampers effective and efficient service delivery.

Further it is generally argued that in a high power distance culture, information flows downwards in an organization's hierarchy. On the contrary, in a low power distance culture, information flows to and from both directions - bottom and up. To test this argument, this researcher asked the next question to the employees of DIP. The responses to this question are presented in table 6.3.

Table 6.3: Direction of flow of information

Statement	Number of Respondents
Top down	7
Bottom up	-
Both	2
Total interviewees (N)	9

Question: In which order does decision making information flow in DIP?

As shown in Table 6.3, majority of the respondents (7 out of 9) mentioned that information flows from top to bottom and only top most officials (2 out of 9) of both offices stated that it flows in both directions. It helps in deducing that in DIP, superordinates give instructions or orders and subordinates are responsible to carry these instructions or orders out. This further confirms the existence of an undesired environment in DIP where high power gap exists amongst its superiors and their subordinates. So it may be argued that the power of making major decisions in the organization resides invariably at the top echelons leaving out little to the lower ranks. In summary, employees at DIP perform within a 'top down' or authoritarian decision making culture.

6.3.3 Relationship between Service Seekers and Officials

As it is discussed in the theoretical chapter that the function of the small power distance organization seems to be more customers centric and it relentlessly seeks customer's satisfaction to improve the quality of services. On the other hand, an organization with high power distance rarely interacts with its environment and does not wish to know the current service quality status of it from customers' views. Thus degree of communication level with stakeholders has been taken here as the indicator of high or low power distance. To understand the degree of communication level of the organization *i.e.*, the DIP, with its customers, investigations were conducted into some crucial issues of the

organization such as, how frequently customers are consulted to know their opinion regarding service quality, the provision of taking feedback from clients, and provision of taking their ideas before launching any new policy regarding passport services.

With regard to share opinions and ideas with employees of DIP, all (N=40) clients replied that they were never asked to share their opinions. On the same issue the employees (N=8) of DIP shared with the researcher that there is no provision in DIP for seeking clients' opinions and feedbacks about the delivery services. The responses of the informants indicate that there is hardly any communication between DIP and its clients in term of soliciting information. A study carried out by CSCMP (2010) also found the lack of participation of citizens in defining the services. The above data ensure that as a government of organization DIP serves its customers according to its own uninformed judgment without adequate knowledge of demand of its clients which resembles a closed system detached from or having no interaction with the environment.

On the issue of consultation with customers regarding taking feedback and ideas from the stakeholders of DIP, the Deputy Director of RPOD mentioned that,

“Though consultation with customer is considered as a very good practice for any service oriented organization but there is no practice of customer consultation in this office. If we could introduce a consultation mechanism, it would certainly help us understand customer demand and, eventually, deliver better services. Unfortunately, we cannot introduce any new process like consultation in our office without the permission of the higher authority (concerned ministry).”

While talking on the same issue, the Additional Director of RPOJ noted that *“though consultation is good for improving the quality of service delivery, this practice is absent in our administrative culture. Our office is no exception to this practice. In Bangladesh, we are not used to hearing the voice of the common people.”*

The statements of both employees of DIP reflect Jamil's (2002) findings that bureaucrats of Bangladesh agree that *“all citizens should have the same chance of influencing government policy”* and they also do not agree on the statement that *“administrative duties are better performed if they maintain a distance from the public”* (Jamil 2002, p. 106). At the same time, the aforementioned statements also confirm that little

consultations are held with customers in public organizations of Bangladesh before or after framing any decision or policy that concern the customers most.

However, while the statements of officials of two regional passport offices depicted positive attitudes towards practicing open system, in parallel, it was also discovered that some of the service providers held negative views on the same issue. For instance, according to one official of DIP,

“Most of our clients are not aware of the public service provisions. They have also limited knowledge about the procedures of the services. So we will benefit less from consultation with them”.

Regarding the same issue another echelon opined that-

“Our superiors are enough capable to make decisions about rules, procedures and policies so we don’t need to seek the ideas from our clients who have little ideas about government business.”

From the above data, it can be inferred that the degree of communication between service providers and service seekers is less or absent in DIP where the later group are considered outsiders by the former group. It also implies that DIP official still maintain some distance with their clients. According to Jamil (2002), ‘a classical bureaucrat of Bangladesh exhibits a high degree of power distance between authority and common citizens’. He further contends that in their interaction with citizens, the overall attitude of majority of the bureaucrats is elitist rather than egalitarian.

From the above discussions, it may be claimed that contrary to the spirit of CC, by tradition, bureaucrats in Bangladesh are used to consider themselves as masters and not servants of citizens which makes the service providers more powerful than the customers they are supposed to serve. Coupled with the top-down mentality of the employees of DIP, client empowerment in post CC period at DIP remains elusive.

6.4 Is Power Distance at DIP High or Low?

Section 6.3.1 has showed that top echelons of DIP employees enjoy all power to solve any kind of client problems and would leave very little power in the hands of the lowest level employees. Section 6.3.2 has indicated that only higher level employees of DIP can actually participate in decision making process whereas low level employees can share

their ideas with their bosses at times but it does not ensure their participation since these ideas are rarely accepted in final decisions regarding DIP. Section 6.3.3 has revealed that citizens are rarely consulted by the officials to take into cognizance their opinions regarding service provision of DIP. The differences between higher and lower level employees regarding delegation of authority and low level of client involvement in decision making activities of DIP indicate that the administrative culture of DIP is more likely to be high power distance than low power distance.

6.5 Impact of High Power Distance Culture on Effectiveness of CC program in DIP

It has been argued in Chapter Two that the delegation of authority to front line employees is very crucial for the effectiveness of CC. But the survey results from DIP show that there is lack of such delegation of authority. It is literally incapacitating frontline employees in providing instant or immediate solution to client problems. Due to lack of authority, the front line employees of DIP have to report and consult with their respective superiors before taking any decision regarding each single case; even if the case is an emergency. As a result, in many instances, customers are made to wait unnecessarily for top officials' decisions which subsequently make service delivery speed slow. Furthermore, customers usually want their problems resolved at the first point of contact and want the resolution instantly in most cases. But the current power distribution system of DIP leaves little opportunity for the PRO or Upper Division Clerk to serve their clients according to the core spirit of CC.

Moreover, it is universally accepted that CC as a tool of NPM needs participatory decision making culture for becoming successful. But the existing power gaps among higher and lower level of employees at DIP decreases autonomy of the lower echelons within the organization. Thus the authoritarian decision making process leads to lowering the opportunities of getting better services from those majority employees as they do not feel integrated themselves within the organizational decision making process.

The basic aspiration of CC program is to develop responsible service providers with clear focus on serving the clients. But the prevailing authoritarian decision making culture at DIP adversely affects the effectiveness of its CC program. By following the authoritarian model of centralized decision making and with little empowerment of the frontline

officials, DIP top managers miss out on the very important insight of the team members who are the treasure house of most up-dated customer needs through their day-to-day direct interaction with DIP customers.

On the other hand, the logic behind CC is to focus on the needs and demands of ordinary citizens, makes the citizens conscious about their proper right as well as empowers them in achieving those rights. According to WB report (1996) 'there must be provision for the customers/clients to voice their views on the quality, accessibility and availability of services'. In theoretical chapter it was pointed out that CC opens the pace for consulting with the customer to know about their demand and needs. It introduces the culture within public domain to hear customers' voice. But the high power distance culture of DIP keeps the clients away from the organizational activities and fosters high distance between clients and subordinates. As a result, in spite of having CC, DIP still remains unaware of actual needs of its clients, hardly learns from public perception about its own service delivery system, and finally, misses out on valuable avenues of improvement in service deliveries. A peruse of literature on CC confirms that mere introduction of CC would be of no guarantee to providing quality services to the citizens unless their participation is practiced within the organization. This means that a positive relationship between clients' involvement and organizational procedures is a prerequisite for successful CC scheme. By creating communication barrier and staying away from interaction with stakeholders, the closed system of DIP is in fact marginalizing the chances of CC program being ever effective and beneficial.

As already discussed in Chapter Two, practicing CC in public organizations is meant to ensuring equal treatment to all citizens regardless of race, cast, creed, sex and education. However, this study revealed that not all categories of clients enjoy the accessibility quality equally (*Section 5.3*). Such state of service delivery in a large public interface organization like DIP is neither expected nor acceptable under CC.

In Chapter Two it has also been mentioned that an explicit objective of CC is to improve the responsiveness of public service providers to its clients or service users. Whereas the current study found that the poorly literate applicants and socially disadvantaged applicants do not get the desired empathy, special care and consideration from the employees of DIP while processing the applications. By looking at the way clients are treated in DIP, it may be argued here that, although CC envisages putting clients at the

heart of the organization by paying attention to the special needs of clients, due to existence of high power distance culture it is yet to be witnessed in general. Jamil (2002) noted that ‘nepotism and patronage are common in a system characterized by clientelism’. As it is generally argued that bureaucrats of Bangladesh contain clientelism characteristic so it is very normal that the people who have some kinds of relation with the officials may get extra favor. This also corroborates the findings of Shah (2008) and Brillantes (2009) on the accessibility condition of public organizations of developing countries that the clients particularly the poor, disadvantaged and vulnerable members of society suffer most from their inability to access to basic services in developing countries.

From the aforementioned discussions, it may be deduced that high power distance among employees of DIP and between officials and clients lead to authoritarian decision making culture and closed operating system. As a consequence, frontline employees and service seekers remained away from mainstream activities of DIP subsequently impeding the growth of CC. As a result, after three years of introduction, CC could not address the desired quality standard in terms of accessibility, friendliness and responsiveness and cost effectiveness. It was argued in ‘*Chapter Two*’ that in order for CC to take deep roots, it needs a willing host thriving within a compatible administrative culture. On the basis of this argument and findings of power distance culture it may be concluded that unless the existing power gaps of DIP diminishes, CC declarations will remain mere a showpiece document rather than a showcase of public welfare.

6.6 Uncertainty Avoidance

The major assumption is that if the organization is characterized by strong uncertainty avoidance, then it is less likely to change old rules and regulations and accept new style of dealing with clients. On the contrary, if the organization is characterized by weak uncertainty avoidance culture, then it is more likely to adopt new methods to serve its clients. In this section the following organizational characteristics are discussed to reveal whether the administrative culture of DIP is similar to strong or weak uncertainty avoidance in nature.

6.6.1 Rules-Regulations Orientation versus Customer Orientation

Rules-regulations orientation means officials are very much habituated with rules and regulations of the organizations. Hofstede and Hofstede (2005) claims that in strong

uncertainty avoidance culture members of an organization prefer predetermined rules and regulations and avoid the risk which nurtures low flexibility while performing the task. Jamil (2002, p.110-111) contends that bureaucrats of Bangladesh are more concerned with and are less flexible towards rules and regulation. To find out the extent to which administrative culture of DIP is rules oriented its officials were asked how strictly they follow the rules of the office especially while dealing with clients.

Majority (six out of nine) of the officials replied that they try to follow the rules and regulation strictly while delivering services. One of them prolonged his statement by saying that,

“You cannot undermine the importance of rules and regulations of government offices. Rules and regulations help us to avoid ambiguity while performing task”.

Another employee established the importance of rules and regulations by stating that *“it is helpful to avoid mistakes while performing the job”*. These statements indicate that like the typical strong uncertainty avoidance situation, employees of DIP have more or less strong attachment towards government rules and regulations. However, three of them stated that they follow the official’s rules moderately. However, none of the officials said that the rules and regulations can be exercised with some degree of flexibility. In this respect Momen and Benjamin (2009) mention that to some extent, means become ends rather than ways of realizing goals and objectives for government employees of Bangladesh which in turn affects efficient and effective delivery of services. It was found from the field study that though result oriented organizational system is one of the preconditions of successful NPM reform initiative, government officials of DIP still tend to maintain cumbersome procedures and hierarchical steps during service deliveries. WB report (1996) disclosed that ‘bureaucrats typically try to justify their decisions on the basis of rules and precedents and fail to focus on the quality of outcomes.’ Bureaucrats’ responses regarding following rules and regulations are presented in the below table.

Table 6.4: Strictness in following Rules and Regulations by DIP Officials

Scale of Adherence to Rules and Regulations	Strictly	Moderately	With flexibility	Total Number
Number of Respondents	6	3	0	9

Question: How strictly official rules and regulations are followed in your office?

Further in order to know to what extent the employees of DIP are willing to exercise their discretionary power, the researcher asked them how frequently they used discretionary power to help clients. Three out of nine respondents belonging to relatively higher level in DIP hierarchy replied that they use their discretionary power 'sometimes', two mid level officials remarked that they use it 'rarely', while the rest of the officials (N=4) at the low level replied that they have no discretionary power to use. It may therefore be argued that majority of DIP employees tilted towards rules- regulations orientation rather than customer orientation.

The study also examined the administrative culture of DIP to see whether the employees of DIP are process orientated or result oriented. 'Process oriented work culture follows certain rituals to conduct any work irrespective of its necessity to the present context' (Beniwal 2005, p.65). On the other hand, goal oriented organization always focus upon the needs and demands of their customers. As the main purpose of this type of organizations is to serve and satisfy customers by giving them best treatment in terms of service delivery, it upholds the core spirit of CC and enhances the chances of CC becoming effective in such (goal oriented) organizations.

For this study the assumption was that process oriented employees concentrate more on maintaining the organizational procedures and end up undermining customers' need. Such kind of practices hardly encourages public employees to bend, bypass or break rules to meet customers' needs even in case of urgency. According to WB report (1996) government officials of Bangladesh are guided by various rules. These rules allocate powers, delineate responsibilities, set out the structures of authority within the bureaucracy, and provide procedural guidelines. 'The Bangladesh Civil Service is not strongly oriented towards serving its citizens. Instead it is predominantly focused on administrative procedures' (Jacobs 2009, p.221-222). In this respect Jamil (2002) opines that the bureaucrats of Bangladesh are more concerned with rules than with results. On the same issue Nayem (2010) found that employees of Upazila Land Offices in Bangladesh have a strong tilting towards process orientation.

In order to find out the type of orientation among DIP employees, the researcher asked employees whether or not they maintain predetermined procedures of service delivery even in the case of an emergency. Out of the nine employees six replied that they strictly

maintain predetermined standard of accomplishing a task in all situations including emergencies. Rest of the employees (N=3) confided that they sometimes are compelled – in extraordinary situations - to ignore the predetermined rules of delivering services. It is to be noted specially that these three respondents were high ranking officials of DIP. One frontline employee extended his statement by mentioning that, *“During recruitment all public employees have to make commitment to follow all governmental rules and regulations. And we are not supposed to break those rules while performing our duties.”*

Another lower level echelon said that, *“our hand is tightly tied with governmental rules and procedures. Government job has specific conduct, decorum, known standards and procedures. We cannot deviate from those predefined rules and regulations. In addition, we have to give answer to our boss for our activities. As per rules we are not empowered to help any client by bending, breaking or by passing rules”.*

However, on the same issue, Additional Director (Jessore Passport office) mentioned that, *“if any emergency situation occurs then I try to scrutinize the intensity of the situation and if it is possible to handle the case without violating official rules in a large scale then I try to overlook the predetermined standard of delivering services.”*

Regarding bypassing of rules and regulations by bureaucrats in Bangladesh, the expert respondent of this study i.e., the UNDP Consultant stated that, *“civil servants of Bangladesh are more rules and regulation oriented. They are not willing to break or bypass any official rules easily. Besides, in some exceptional cases such as, when service recipients handle the process by lobbying, officials by pass the formal rules. Both situations are risky for the effectiveness of CC program”.*

The aforementioned data and statements express that lower level employees in DIP do not cross the lines irrespective of the urgency of the matter while high ranking officials may at times use their authority to make exceptions to established processes. In this respect, Zafarullah (1998) contends that in spite of having scope for delegated decision making, the middle and junior level officers exhibited a propensity to shrug responsibility for fear of contravening the decisions of superiors. From the above findings, it can be contended that employees of DIP prefer rules and procedures than results. About the rules and regulations of BCS, Zafarullah (1998) mentions that, ‘virtually every decision in the

Secretariat is governed by disparate sets of rules and regulations which tend to create procedural bottlenecks'. A WB report (1996) reveals that in the case of Bangladesh, staff, at the lower levels in particular, lack sufficient confidence - the result of a lack of knowledge and understanding of rules and policies, as well as deficiencies in training. Employees in general have learnt that the goal is not to produce results, please customers or save taxpayer's money, but to avoid mistakes. So a culture of fear grows among bureaucrats that make them perceive that common sense is risky and creativity is dangerous.

During the observation, it was noted that when the assigned employee to a small task is not in his seat, none of his/her colleagues would bother to attend a client even if the client was waiting for long time for that particular assigned employee to return to his/her seat. The concept of 'one point service' does not exist in DIP and according to the officials of DIP, the process and regulation of a GOB office do not permit anyone to stand in for another employee even in their absence.

Overall, all these findings hint at existence of a strong process orientation culture at DIP. Importantly, the process orientation is more prevalent among front desk employees who mainly deal with the clients. In summary, the foregoing discussions establish beyond doubt that DIP is more rules and regulations oriented than customer oriented which otherwise indicates that the employees of DIP hold strong uncertainty avoidance culture.

6.6.2 Stability/ Status Quo versus Changing Mentality

To run the organization, members of the organizations develop some informal rules, norms and values and it becomes institutionalized over time. The organization which has long standing traditional culture, members are not willing to learn and practice new methods of service delivery rather they enjoy the status quo. This is because values are so deep rooted that these are institutionalized and difficult to change. This makes organization rigid, inflexible which prevents it from interacting with the environment. As such, the organization becomes closed and shuts itself off from learning from environment. When organizational culture is characterized by strong uncertainty avoidance, it becomes quite difficult for the members of an organization to allow the new changes. They cannot suddenly cope-up with the new strategies. Such kind of attachment encourages public employees to maintain traditional values, norms and practices; hence

this type of culture maintains red-tapism within organization. This unnecessary secrecy and codified practices hardly allow any room for new ideas, experiments, new concepts and habits to serve customers. Such type of culture does not allow CC to cultivate its principles fully within organization as a result customers are deprived from advantages of CC. Changes in bureaucratic attitudes and behavior therefore, become an essential benchmark of a successful CC program.

During the investigation phase, four issues were focused to gauge whether the officials of DIP still maintain age old attitude or mentality or, under the changed scenario, have adopted to the new principles of service delivery introduced by CC. These are as follows:

i. Officials' Perceptions towards Introduction of Citizen's Charter Program

It is widely believed that, bureaucrats of Bangladesh uphold old beliefs, norms and values; whereas CC needs switching to new values and norms, acceptance to new concepts, ideas and innovation to serve the people. In this regard Monem and Benjamin (2009) assert that "the civil servants of Bangladesh maintain more traditional values which foster the status quo orientation". In order to reveal this factor the researcher interviewed the service providers of DIP to analyze their perceptions towards introduction of CC in DIP.

In expressing their views towards introduction of CC most of the employees stated that *"the introduction of CC is a very good initiative because clients are provided information regarding the services through it. But its practice is not very common in public offices."* Again to express their perception towards the acceptance of new practice of service delivery introduced by CC, the majority said that introduction of CC has increased their workloads. According to some of them,

"If we have to follow all principles of CC, then we have to convert our office into our home because we are already working extra hours. Sometimes even we have no other option but to ignore what the CC stipulates."

With regard to practice CC by civil servants of Bangladesh, a study of CSCMP (2009) found that CC is not used by the government officials to benchmark the quality of service delivery, it is just considered as another document which they have to comply with in response to the directive of the government. When officials were asked about the

importance of CC in bringing the desired quality in service delivery, majority of the officials pointed out that,

“Actually CC has very little impact on the service delivery process in the context of Bangladesh where people have little knowledge about the concept. It is true that quality of our service is improving but the credit does not go to the CC alone. CC is not providing extra facilities for us rather putting extra workload on our shoulder”.

One front line employee raised the question about the credibility of CC in bringing change among customers’ attitude by mentioning that,

“Most of the customers do not read the information written in CC. They still come to us and we have to give them detail information about our services. We are still doing the same work for the people as we had been doing in the past.”

In brief, it may be argued that majority of DIP employees consider introduction of CC as a burden on their shoulder while some employees even compare introduction of CC with “window dressing.”

ii. Officials’ Perceptions towards Dissemination of Information regarding Standard of Behavior of Service Providers

If the members of the organization hold weak uncertainty avoidance culture they are more likely to accept challenging task such as publishing detail information regarding service delivery standard. On the contrary, when strong uncertainty avoidance culture is prevalent among the employees, they are less likely to accept those challenges. Advocates of CC argue that it is a way of making government employees more responsive to their clients by providing more information about how (procedures of delivery services and detail of employees’ behavior, responsiveness) available services will be delivered to them. Ironically, on ensuring courtesy and helpfulness of employees through CC, one DIP official stated that, *“there is no need to provide detail of our duties (attitude and behavior) towards service seekers”*. Furthermore, some DIP officials (N=6) opined that it is quite untoward or unnecessary to have detailed description of their tasks and daily routines in CC.

The above discussions indicate that customers in DIP may not be treated with due respect by the service providers due to their lack of willingness to providing information

regarding standard behavior of service providers towards service seekers. When the officials start treating the citizens as client, there is a good chance that the CC program becomes effective. It is commonly argued that the relationship of 'bureaucrats' and 'citizens' can be categorized as 'elitism' versus 'egalitarianism'. In such kind of situation 'common citizens are perceived as inferiors' (Jamil, 2002). From the interview of many DIP officials it came out that most of the officials treat service seekers as customers, very few of them handle service seekers as clients and beneficiaries.

It is generally argued that in a real CC oriented culture, clients may have very little rebuke against the behavior and attitude of government employees. In order to know the experience of customers regarding the same issue the researcher asked the customers to share their experiences of treatment by officials during taking service from them. The purpose of this investigation was to see to what extent clients' perceptions vary in comparison to employees when it concerns the customer oriented attitude of employees. One of the customers mentioned, *"Sometimes they (officials) behave like a king. Many of them do not treat us cordially."*

According to some (N=25) customers, *"though many of the officials are helpful but their behavior varies from customer to customer and all customers are not equally treated by them."* Many customers complained that officials are more helpful towards them who are somehow familiar with them or who approach them by lobbying.

Thus it may be argued that service providers of DIP have not yet adopted the core spirit of CC *i.e.*, customer oriented service delivery system. Rather, to some extent, they are still bent on some age old attitude and mentality even under the changed scenario.

iii. Employee perception towards Accountability

Basically, two types of accountability exist in public administration. One is top-down and another is bottom-up accountability. The top-down resembles Weberian traditional bureaucratic model with accountability to the top officials whereas 'the customer strategy changes the provision of accountability from top down to bottom up. When public organizations become accountable to their customers, it alters their behavior' (for more detail, see Osborne and Plastrik, 1997, p.176). The current study found that majority of DIP officials believe in and practice upward accountability. According to one high level

employee of DIP, *“though both type of accountability is important but basically top down accountability is practiced in DIP”*.

To a survey question of this researcher, all respondents (N=9) stated that, *“it is more important to be accountable to higher authorities and elected officials rather than customers”*. On the other hand, CC is a form of social contract through which service recipients can hold service providers accountable for their actions or lack thereof (Drewry, 2005; Haque, 2005). Osborne and Plastrik (1997) argue that Public managers should be accountable to both elected officials as well as to their customers. But when it comes to assigning priority, the public or customers should get priority. While in order to practice CC, employees of DIP need to believe in and practice bottom-up accountability, the traditional mentality (important to be accountable through top-down channel) of civil servants of DIP inhibits them to be responsive to customers ultimately rendering the CC program ineffective.

iv. Officials’ perception towards Grievance Redressal Mechanism

The grievance redressal element of CC ensures people’s consultation and participation within the public service delivery mechanism. The use of consultation and participation as a means of giving control to consumers over standard setting aims at providing a mere direct control over internal policy setting process of the organizations. From a social perspective, this kind of control may also ensure empowerment of citizens. If the employees are more status quo oriented, they will not take the risk to leave their power on the hand of the clients. They would retain all power in their hands. In this situation, employees may not practice the grievance redressal mechanism which also indicates their interest to hold strong uncertainty avoidance culture. In order to test the above argument, the researcher asked the employees to share their thoughts on the grievance redressal mechanism as a technique for ensuing service quality.

The study found that formal grievance system is not considered as very important mechanism of delivering services for most of the employees of DIP. As for instance, one lower level echelon mentioned about his attitude towards the practice complaint mechanism in the following words...

“When customers face problem regarding their services, they may come to us and on the basis of their urgency, we can refer them to our bosses for the solution. I think this is

enough to solve each customer's problem on case to case basis and we need no complain box here for solving customers' problem in general."

The view of Director of Passport regarding complain mechanism system also gave the impression that still they are not ready to accept the changes. As she described, *"There was a system for complain if something goes wrong. But we experienced that some types of interest groups such as brokers misuse the system. As for example we got some complaints against some officers who we consider to be honest officers. We knew that those officers were honest enough and it is not possible for them to harm the clients. The brokers could not manage them to do unfair work so they intentionally made complaints against those officers. Therefore, though it is good enough, we are not still ready to introduce it right now."*

To sum up, though the complaint procedure is considered as a technique of improving service delivery quality, some kinds of fear (dishonest clients and brokers can misuse the system) prohibit service providers to exercise it within DIP. From the above findings, it may be argued that the employees of DIP are afraid of accepting changes. Regarding implementation of public policies by the bureaucrats of Bangladesh a report published by CSCMP (2009, p.10) identifies that 'public service policies not properly implemented by public officials'.

6.7 Is Uncertainty Avoidance in DIP Strong or Weak?

From the foregoing discussions, it may be concluded that although some officials consider the introduction of CC as a good initiative, they are reluctant to apply many of its principles. Accordingly, while some changes have taken place (albeit on a small scale), the study found that these changes may have remained confined at the top of the organization. Whereas the lower level officials *i.e.*, those responsible to deal with the clients still emphasize on rules and regulations rather than clients. It proves that changes have not taken place at the lower echelons or among frontline employees. From the findings of this research on two sub factors of organizational culture (rules-regulations orientation versus customer orientation, and stability versus changing mentality of officials) it appears to be more likely that majority of DIP employees are tilted more towards strong uncertainty avoidance than weak uncertainty avoidance culture.

6.8 Impact of Strong Uncertainty Avoidance Culture on Effectiveness of CC Program

It has earlier been argued that if the organizational rules and regulations are not user friendly, there is less possibility of a CC program to be effective. It has also been learnt that although their missions are about delivering satisfactory services, GOB Officials' strictness towards rules and regulations creates barrier in doing so. CC advocates that customer is more important than formal official rules whereas officials' rigidity towards rules and regulations do not permit most officials to become customer oriented service providers. It is believed that the current value system of DIP employees is prohibiting the organization to become customer oriented ultimately forcing the CC program into ineffectiveness and inertia. This research also revealed that the service providers' attitude of being flexible and using discretionary power for the sake of helping their customers is not very remarkable. Moreover, it was observed that adherence of front line employees to official rules and regulations has relatively higher impact (negative) on service delivery quality of DIP. Though the customer oriented behavior of PROs is a yardstick of success of a CC program, the strong uncertainty avoidance culture to some extent prohibits them to become customer oriented.

The strong uncertainty avoidance culture is also responsible for the unpracticed grievance redressal mechanism which prohibits DIP to ensure quality services to its clients. Thus it may be argued that the overall condition of DIP is not yet fully diverted towards customer orientation where CC can work with its full force and provide benefits to clients and beneficiaries. As a consequence after three years passing of the implementation of CC program, service recipients are still not treated as beneficiaries by DIP officials.

DIP officials' maintenance of confidentiality and secrecy as well as reverence to rules and regulations could be considered as demonstration of uncertainty avoidance culture. For instance, whereas CC is supposed to pave the way for the citizens to get all necessary information regarding services, the closed organizational system of DIP provides employees with excuses for not sharing with customers such crucial information as name, floor location and telephone number of key and concerned employees of DIP.

Moreover, the strong uncertainty avoidance characteristic makes the employees of DIP is process oriented. Thus it is quite difficult for them to focus upon customers' needs and

preferences ultimately failing to adapt to principles that make a CC program successful. Due to process oriented culture, the employees of DIP over look the CC principle 'customer at first'.

Through field observation, it was also found that standardized and codified task accomplishment would not permit officials to deviate for fear of being accused of breaking the rules. Complying with all these complex and preset process of service delivery, officials ignore customer demands and frequently fail to be responsive to customer needs. It may therefore be deduced that the process oriented culture of DIP ultimately slow down its service delivery process. Furthermore, the study found that employees' adherence to lengthy and cumbersome procedure hampers the timeliness and cost effectiveness quality of DIP services.

Public administration practitioners have established beyond doubt that to become successful, any kind of NPM reform demands cultural transformation whereas the entire public administration set up in Bangladesh has been dominated by the Weberian schemes modeled on traditional values. The investigation by this researcher has discovered that traditional values is still in existence at DIP and as such, employees are not willing to publish the standard of their behavior patterns towards clients, reluctant to exercise grievance redressal mechanism. Even though CC has been introduced at DIP three years ago, new values, attitudes and mentality in delivering public services through new ways are still not observed among DIP officials. Jacobs (2009, p.219) mentioned that 'in a situation where the civil service has developed a resistant culture with strong pressures to preserve the status-quo rather than more developmental priorities, improving governance may become a long and frustrating process'. Regarding CC practice in Bangladesh a CSCMP report (2009) shows that adherence to traditional values and practices (bureaucratic complexity and red tapes) in service delivery by service providers may hamper citizens' access to services and in exercising their rights. To this researcher these are also the biggest challenges of making CC program successful in Bangladesh.

Subsequent to the foregoing discussion, it can be deduced that CC program cannot be fully effective in bringing quality within the service provision of DIP unless the pro status quo mentality of officials remains. From the above discussions, it can also be said that pro status quo culture of DIP is adversely affecting the effectiveness of CC program in DIP in particular and is also leading to loss of public faith in CC programs in general in

Bangladesh. Thus due to the existence of strong uncertainty avoidance culture most of the principles of CC therefore remains unpracticed in DIP.

6.9 Data Presentation and Analyses on Human Resources

Sharma and Agnihotri (2001) remark that old bureaucratic setup/ procedures and the rigid attitudes of the workforce hamper the introduction and implementation of the concept of the citizen's charter. Thus in order to improve the whole quality of public service delivery, it is necessary to have skilled, knowledgeable and compatible office staffs particularly who are designated to maintain the public relation in the office. To arrive at a conclusion as to whether or not DIP has enough resources at its disposal to fulfill its task or not, the following substances were examined.

I. Manpower or Human Resources of DIP

Different studies have (TIB report 2007; IGS report 2007; Alam and Rahman 2006; Rahman and Alam 2007) revealed the fact that Bangladesh passport department is suffering from scarcity of human resource. Contrary to the popular belief that the civil service of Bangladesh is over staffed, many government offices of Bangladesh lack adequate staff and DIP is a living example of such inadequacies. In 2007 TIB disclosed that DIP has less manpower than the approved positions as almost 100 positions are lying vacant. Ironically the staff for which the department has the approval is not sufficient compared to huge passport pressures in recent years. This report also claimed that though the staffs of DIP work for extended hours even up to late evening but it cannot meet the demands of applicants. The table below depicts the real picture of staff strength at DIP.

Table 6.5: Allocation Vs Availability of Manpower at DIP

DIP Offices	Allocated Posts	Available Staff	Shortages
Regional Passport Office, Dhaka	87	73	14
Regional Passport Office, Jessore	14	9	5
Total interviewees (N)	101	82	19

Sources: Field Visit

While the above table simply shows the gap between allocated positions and available staff at two DIP offices, the gravity of the situation comes out in the words of the Director (Passport) of DIP when he said,

“Whereas even the allocated posts are not adequate for handling huge demand of passports at DIP offices, we are forced to manage these overwhelming demands with whatever manpower we have available”.

Thus it is understood that insufficiency of human resources is the big barrier for DIP to deliver quality services to the citizens. More than the bureaucratic attitude or close organizational culture, it is due to shortage of manpower and infrastructure facility that DIP officials are unable to maintain the quality promised by CC. In this regard, a study carried out by CSCMP (2009) discovered that, in Bangladesh, the existing CC were formulated and implemented without taking into consideration the capacity of the local field administration to actually deliver the services. The reality is that each of the regional passport offices provides services to millions of people with inadequate manpower. Extreme pressure of this huge number of applicants is visible to any visitor to the regional passport offices on any working day. One major reason behind this long queue is the lack of sufficient human resources. Insisting that more than 100 employees are needed to tackle the massive demand of passports at his office, the Deputy Director of DIP, noted that, *“I have to manage my daily work with the help of 73 employees. The number of employees is not enough to deliver almost 300 passports on daily basis.”* Additional Director of Jessore Regional Office had pointed out that, *“It is possible to deliver quality services if the office gets sufficient human from government”.*

Now DIP offices are heavily work loaded to issue both MRP and manual passports. In addition, they also renew a good amount of expired passports. The shortage of manpower is felt manifold when it comes to service deliveries especially in line with the CC. Moreover, with the introduction of MRP, more computer literate staff are required to provide quality service. The shortage of computer literate staff has been revealed from the similar statements of Deputy Director of RPOD and Assistant Director of RPOJ- *“I have to carry out all computer related jobs in the office (e.g., data maintenance, email correspondence, letter issue etc.) by just one computer operator.”*

The above findings prove that DIP offices do not have sufficient computer literate staffs to support its needs.

The Deputy Director of Passport pointed out that, “we rarely get the budget (for human resources) for our department that we proposed”. According to him, sometimes they get

half of their required manpower for the organization. During field visit the researcher found that because of the shortage of the required manpower, the concerned PROs could not take special care for the clients even if they wish. This also illustrated by the statement of one PRO

“As we do not have enough staff to provide even minimum services, we could not give special attention to the clients even if we wish.”

A report of CSMP (2009) also specified the lack of capacity of service providers in terms of unskilled and little knowledgeable personnel, absence of and/or unfilled up vacant post as the biggest hindrance in the implementation of Citizen's charter. From the available primary and secondary data it may be claimed that inadequate human resource is creating a barrier in delivering good services at DIP.

II. Training Program for Personnel of DIP

No organization's goal can be achieved without having it staffed with necessary number of skilled and motivated manpower. Proper organizational training makes the personnel skilled and expert which in turn may lead to capacity building of the respective organization. The more the organization possesses the skilled employees, the opportunities for effectiveness of its policies and programs are higher. Ingraham (1997) observes that capacity building through training and the provision of information/knowledge can shape policy outcomes (cited in Beniwal, 2005). Therefore, the officials of DIP need relevant training to learn the new values and culture of the CC (accountability, responsiveness, transparency and participation) and practice these principles subsequently.

In order to find out whether the employees of DIP have received proper training for exercising CC, the research asked the employees: *“Have you received any training program for exercising CC?”* All respondents (N=9) replied that no special training was given to them for introducing and exercising CC in their office. However, three of them mentioned that they attended an introductory lecture on CC concept and its usefulness in service delivery system. Since the employees of DIP have not received any formal training on CC program, it can be assumed that there is lack of understanding among them about CC principles and its usefulness. Findings of this study (Refer Section 6.6.2 (iv)) showed that all employees of DIP are not yet aware of the importance of grievance

redressal mechanism. A report of CSCMP (2009) also states that the employees are not well oriented on the citizen's charter initiative. Moreover, it finds that training is not sufficient to strengthen capacity of an organization to deal with its changing environment. Thus it is likely to be certain that absence of enthusiasm to uphold and practice the values and ethos of CC among employees of DIP is attributable to the lack of proper training and knowledge.

In short, it is clear that DIP lacks adequate human capital even to deliver pre-CC standard of services. On top of such inadequacy, additional work load imposed by introduction of CC (shorter delivery turn-around-time and higher standard of service deliveries), the workforce of DIP has been rendered further inadequate ultimately impeding the effectiveness of CC in DIP.

Table 6.8 on the following page concludes the major findings of organizational cultural factor and Human resources variables.

Table 6.6 Major findings on organizational culture and human resource variables

Variables		Present situation
Organizational Culture	Power Distance	i) Superiors are more powerful than subordinates regarding exercising discretionary power, giving solutions to clients' problem and participating in decision making process. ii) There is long distance between service seekers and service providers
	Uncertainty Avoidance	i) Unwillingness to accept some techniques (grievance redressal, publishing standard behavior patterns of employees) of CC. ii) Lower level employees try to follow the rules and regulations more strictly during dealing with clients than top level employees iii) Service providers of DIP especially front line employees are afraid to break or bypass any official rules.
Human resource		i) Human resources is inadequate compare to real requirement ii) Lack of training among employees regarding CC.

Source: Field Study

6.10 Conclusion

The purpose of this chapter was to analyze to what extent organizational culture and human resources affect the effectiveness of Citizen's Charter program in DIP as it was assumed that effectiveness of CC program is highly dependent on these variables. The first section of this chapter has shown how existing cultural characteristics of DIP adversely affects the CC program and second part has described how inadequate human resource of DIP has failed to maintain the standard of CC.

CHAPTER 7

Summary and Discussions

7.1 Introduction

The aim of this chapter is to present a brief account of the current study. It highlights theoretical discourse pertinent to the study, summarizes major findings, provides snapshots of the impacts of independent variables on the dependent variable of the study *i.e.*, effectiveness of CC at DIP. The chapter also draws a model of making CC initiative fruitful in public organizations in Bangladesh. The chapter ends with conclusion(s) followed by implication for future research.

7.2 Recap of Research Objectives and Questions

The purpose of the current research was to examine the service quality of DIP and explore the actors and factors that influence the success of CC program at Department of Immigration and Passports (DIP). To serve this purpose, the present study embarked upon finding answers to few hypothetically critical questions. To what extent has CC been able to change the hitherto existent mismanagement and irregularities at DIP? Is it capable of bringing expected improvements within the service delivery system of DIP? So far, to what extent has it been able to make the administration customer-friendly? Is organizational culture of DIP congenial to adoption of all the principles of CC at time of its introduction? To what extent organizational culture of DIP expedites or impedes the effectiveness of CC? Does CC go well with the existing infrastructure of the organization? Does DIP have sufficient resource (human) for carrying out the CC program successfully? To what extent personnel of DIP is able to achieve the goals of CC in DIP?

7.3 Review of the Theoretical Framework of the Study

In order to develop the conceptual framework for understanding and identifying factors and actors that affect the CC initiative, relevant literature was reviewed on Citizen's

Charter (CC), New Public Management (NPM), Organizational Culture and Human Resources. On the basis of substantial literature review, two independent variables namely organizational culture (power distance and uncertainty avoidance) and human resources were identified to understand the extent to which effectiveness of CC depends upon them. Moreover, an analytical framework was developed to review the relationship between dependent and independent variables of this study.

In this study, “effectiveness of CC program” was taken as the dependent variable which was mapped by five service quality dimensions (timeliness, accessibility, responsiveness, cost effectiveness, and grievance redressal mechanism). The assumption was that effectiveness of CC in public offices leads to improvement of service quality. It was derived from review of wide range of literature on CC and previously conducted research on the subject (Barron and Scott 1992; Lovell, R. 1992; Connolly *et al.* 1994; Beale, Valerie & Pollitt, Christopher 1994; Pollitt, C. 1994; Prior, David 1995; Sharma, A. and Agnihotri, V.K. 2001; Drewry Gavin, 2003 & 2005; Shiva Shankar, H.P. 2004; Beniwal, V. Singh 2005; Monem and Benjamin 2009; Acharya, Sushmita 2010; Nayem, Zannatun 2010; Tamrakar, Rojina 2010).

7.4 Major Findings on Service Delivery Quality: The Extent of Success of CC Program at DIP

The CC program was introduced by the GOB in 2007 aiming at making its bureaucrats more accountable, transparent, responsive and people-friendly. The driving force behind the introduction of CC initiative was to make public service provision less bureaucracy dominated and more people oriented. In order to examine the extent to which goals of CC initiative have been achieved, DIP of GOB was taken as a research area. The findings of this investigation showed that in disseminating the required information regarding service procedures, CC has been largely successful while on ensuring clients’ access to the officials, the success is somewhat limited.

The study has also revealed that many principles and features of CC remained totally unpracticed until the time when this research was conducted. For example, the grievance redressal mechanism of DIP was fully non-functional. Besides, DIP was still far away from achieving timeliness and responsiveness and friendliness quality. The study has further discovered that DIP was a failure in providing cost effective services to its clients. The study has also concluded that although the aim of CC was to treat the citizens as

customers, they were mostly treated as recipient of favor and mercy at DIP. Finally, customers were not treated as stakeholders of the organization and were deliberately kept away from the decision making process of the organization.

7.5 How is CC Influenced by Organizational Culture and Human Resources?

Since introduction of CC is one kind of policy shift in the domain of public service in Bangladesh and there are some preconditions for all shifted (some call it transferred) policies to become successful, the full benefits of CC will naturally remain unrealized if those preconditions are not met. It has been established earlier that to become successful, CC needs a compatible organizational culture. The following sections present a brief overview of those factors and actors that influence the CC program at DIP.

7.5.1 Organizational Cultural Variable:

A compatible culture means existence of NPM style of management where clients get high priority and organizations set them at the core of its heart and acknowledge their right to participate in organizational decision making and procedural improvements. The findings of this research have established that the organizational culture of DIP is not sufficiently favorable to embracing and adopting CC. The DIP bureaucrats were still following old bureaucratic style of service delivery *i.e.*, more preference were being assigned towards predefined rules and regulations, rigidity was being practiced while following rules, and authoritarian decision making was prevalent without participation of either the frontline employees or the customers in it. More importantly, DIP employees did not truly adapt to the NPM attitude. In public statements, however, they pretended to take into cognizance such NPM guidelines for decision making like ensuring participation of stake holders, seeking ideas from the lower echelons of organizational hierarchy, welcoming new technologies and techniques for service deliveries etc. As such, it seemed like the boundaries between the traditional Weberian style of behavior and NPM attitude were blurred among the bureaucrats of DIP. Jamil (2002) attributed this type of characteristics of bureaucrats of Bangladesh to tension between ‘tradition’ and ‘modernity’. The study has revealed that though in some cases (for example sharing matters and seeking ideas from subordinates, bypassing rules by top echelons to some extent) DIP official seems to be less bureaucratic but in other cases (for example little interaction with stakeholders, not acceptance of subordinates’ ideas in the final decision

phase, top-down flow of information, maintaining slow and cumbersome service delivery procedures) they seem to be highly bureaucratic. Thus the study has deduced that there is co-existence of two types of organizational culture within DIP in general but the administrators of DIP are more inclined to following the old-fashioned, strictly procedural, and rigid operating style.

In short, unfavorable organizational culture has led to the following on the effectiveness of CC program at DIP:

- i. Creation of impediments towards achievement of timeliness quality;
- ii. Prohibition of front line officials to exercise discretionary powers;
- iii. Exclusion of stakeholders at large and front line employees to some extent from the decision making process;
- iv. Inhibition of officials in being responsive towards customers' demands; and
- v. Absence of grievance redressal mechanism.

7.5.2 Human Resource Variable

This study has revealed that the human resource of DIP (the core driving force of making the CC policy effective) is inadequate to meet the demand of the CC program. Even the available staff had not received proper training to accept, internalize and socialize the values and ethos of CC. As a result, employees of DIP especially the front line employees (N=4), on whom the responsibility of achieving the success of CC mostly lies, found it difficult to deliver services according to the pledges of CC. In the end, the study has deduced that inadequate manpower without training and proper socialization with NPM strategy hinders the effectiveness of CC program at DIP.

7.6 Relative Impact of Independent Variables on Dependent Variables in this Study

From the findings of the two independent variables (section 6.5, 6.8 and 6.9) it is clear that both variables have high level of impact on effectiveness of CC in DIP. In this section, I would like to give a brief account on impact of independent variables on each category of dependent variable.

Strong uncertainty avoidance (e.g., maintaining and following the complex and cumbersome service delivery procedure) culture and inadequate manpower of DIP influence adversely the *Timeliness* quality.

Accessibility quality of DIP is negatively affected for adequate human resource and by the high power distance and strong uncertainty avoidance (distance between official and clients, lack of willingness among employees to accept the new process of delivery services) culture of DIP.

Responsiveness quality is influenced badly due to high power distance culture, strong uncertainty avoidance culture and inadequate human resources and lack of proper socialization and customization among DIP officials with core spirit of CC.

Cost Effectiveness quality is deteriorated for the strong uncertainty avoidance culture (lack of institutionalization of CC by DIP) and lack of capacity of DIP personnel to serve according to CC principles.

Grievance Redressal Mechanism is fully non functional in DIP due to lack of knowledge and training among employees regarding CC, and strong uncertainty avoidance culture of DIP.

In short, it can be summarized that *Strong Uncertainty Culture* and lack of socialization of employees with the ethos and principles of CC have relatively more negative impact upon the effectiveness of CC than high power distance culture in DIP.

7.7 A Model for Making CC Initiative Effective in Public Organizations of Bangladesh

Based on the findings of this study summarized in aforementioned sections, it can be argued that the effectiveness of CC program is stalled by unfavorable organizational culture and low competency of human resources. These findings help to understand also the concept of borrower and transferor country as coined by Dolowitz and Marsh (2000) and validate their arguments that such contexts of borrower-transferor should be considered before transferring any policy like CC. Moreover, findings of this study also confirm Thomas and Grindle's (1990), Connolly *et al.*'s (1994) assertion that bureaucratic resources are very important in order to make any public policy and reform initiative successful. From these, it may also be concluded that favorable organizational

culture (as pointed out by Lovell, 1992) and supportive human resources (pointed out by Connolly *et al.* 1994; Sharma and Agnihotri 2001) are essential prerequisites of CC's effectiveness in accelerating the quality of service delivery within public organizations. This study humbly submits that in order to ensure optimum quality of public service deliveries by extracting full benefits of the CC program, taking CC beyond the rhetoric level, and turning the CC spirit into reality, it is essential to remove the existing cultural bottlenecks and resource shortcomings from public organizations in Bangladesh.

Figure 7.1 shows the necessary preconditions for making CC successful in public organizations of Bangladesh.

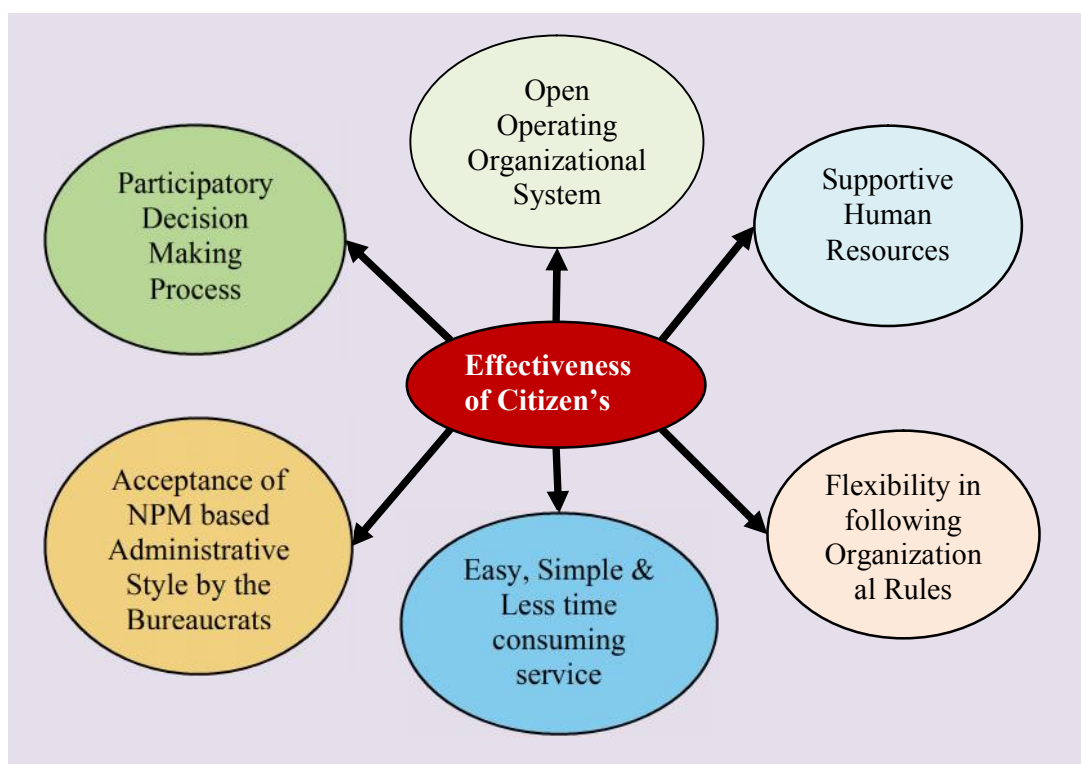


Figure 7.1: A Model for Making CC Initiatives Effective in Public Organizations of Bangladesh.

7.8 Conclusion and Suggestions

The current research was an endeavor to explore the effectiveness of CC program in public organizations of Bangladesh. The ensuing study selected as its case DIP, one of the largest public interface departments of GOB. Empirical data gathered during the case study was applied to see whether they ensured and upheld the determinants of quality service in context of its five principles essentially proving or disproving effectiveness of CC at the target organization. The findings have established the roles of organizational

culture and adequately trained human resources as highly critical in the success of any transferred policy. In short, the argument of this study is that any government may borrow ideas or reform strategies from another country or institutions to bring change within its own organizations. Finally, this study argued that a successful policy reform strategy can be imitated or replicated, but they cannot be duplicated. Rather they must be customized to suit the local contexts of the recipient country. Lastly, the findings of this study favors the argument that *“Home grown recipes are important for a program like CC to be successful”*.

7.9 Implication for Future Research

The study as presented in the preceding pages is concentrated on a large public interface department viz. DIP to carry out the investigation. Since CC is mostly needed and is currently available at large GOB organizations only, this research recognizes that it would be beneficial if future researchers conduct comparative studies at few similar but different public interface organizations. Not only in the area of CC, such comparative studies across organizations would help arriving at some universally applicable and acceptable conclusions on the broader area of NPM in Bangladesh and some developing nations like - Bangladesh.

It could be further beneficial if such comparative study is conducted across the public and private divide of Bangladesh where the role of organizational culture and quality, commitment, and attitude of human resources in making the CC program successful should be studied further in depth. Furthermore, someone may do well by conducting research to find out the effectiveness of CC initiative on public service delivery by comparing the service delivery standard in the same organization before and after introduction of CC program.

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Appendix

Appendix A.1: Research Questionnaire for the Applicants

I am a student of Master of Philosophy (M. Phil) at Department of Administration and Organization Theory, University of Bergen, Norway. As part of my final year study I am conducting research titled “*Making Citizen’s Charter Effective in Public Organizations of Bangladesh: Rhetoric or Reality? A study of Department of Immigration and Passports*”. I would be glad to have your response for the following questions. The information gathered from this interview will be used only for this research work and remained confidential.

Thank you for your time and cooperation.

Farhana Razzaque

Interview guide for clients of Department of Immigration and Passports (DIP)

Part A: Socio-economic background of the respondent

Gender:	<input type="checkbox"/> Male	<input type="checkbox"/> Female
Age:	
Education:	<input type="checkbox"/> Name signature to primary level (1-5)	
	<input type="checkbox"/> High school level to H.S.C passed	
	<input type="checkbox"/> Bachelor to above	
Clients:	<input type="checkbox"/> Old	<input type="checkbox"/> New
Region:	<input type="checkbox"/> Dhaka	<input type="checkbox"/> Jessore

Part B: Service-seekers’ opinions about Effectiveness of CC (Timeliness; Accessibility; Responsiveness; and Compatibility of employees, Cost effectiveness and Grievance redressal)

I. Timeliness:

1. How would you rate the timeliness of the services provided by DIP?
 - a) As stipulated in CC
 - b) Little longer than stipulated in CC
 - c) Too time longer than stipulated in CC

2. Have you got your service within promised time?

a) Yes

b) No

(i) If yes what matter most?

(ii) If no what matter most?

II. Accessibility or tangibility:

3. Have you got required information from DIP?

a) Yes

b) No

4. Please mention how helpful is the information given with regard to the service that you were looking for?

a) Very useful

b) Useful

c) Little useful

d) Not useful at all

5. What is your experience in getting access to the officials who are responsible for solving problems if things go wrong? Would you please share it in detail?

6. Have you ever asked to give feedbacks regarding service provisions of DIP?

III. Responsiveness and friendliness:

7. Was the official prompt in verifying and receiving application form and delivering passports? Would you please share your experience in detail?

a) Yes

b) No

8. Could you please share your experience regarding reach to the official via telephone or cell phone?

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9. In your experience, are responses and helpfulness of officials satisfactory to the clients' needs and requirement?

a) Yes

b) No

(i) If no, why?

10. Are the responsible officials available on their seats?

- a) Always
- b) Sometimes
- c) Not available

11. In general, are the employees ready to hear customers' problems.

- a) Always
- b) Sometimes
- c) Never

12. In general are the clients got proper direction and information from the public relation officers?

- a) Yes
- b) No

13. Have you got immediate solution of your problems from the public relation officers?

- a) Yes
- b) No

14. Could you please share your experience of getting treatment from the employees of DIP during taking services?

IV. Cost effective service:

15. Do you think DIP returns your money in terms of delivering passport?

- a) Yes
- b) No
- (i) If no why?

V. Grievance Redressal Mechanism:

16. In the case of not receiving passport, have you got satisfactory answer from the public relation officers?

- a) Yes
- b) No

17. In the case of your dissatisfaction towards service quality, can you manage to lodge a complaint?

- a) Yes
- b) No

- (i) If yes what was the outcome?
- (ii) if no why?

Appendix A.2: Research Questionnaire for the DIP Officials

I am a student of Master of Philosophy (M. Phil) at Department of Administration and Organization Theory, University of Bergen, Norway. As part of my final year study I am conducting research titled “*Making Citizen’s Charter Effective in Public Organizations of Bangladesh: Rhetoric or Reality? A study of Department of Immigration and Passports*”. I would be glad to have your response for the following questions. The information gathered from this interview will be used only for this research work and remained confidential.

Thank you for your time and cooperation.

Farhana Razzaque

Interview guideline for Service Providers of DIP

1. How would you see the introduction of CC in your office?

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2. How you see the role of CC in bringing changes within service provision?

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3. Could you please share your perceptions regarding disseminating information (manner through which service is delivered) through CC?

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4. Could you please share your views regarding exercising grievance handling mechanism as a technique of ensuring service quality?

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5. How complaints from citizens about unsatisfactory provision of services are handled in your office?

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6. According to you what matters most in the case of non delivery of passports in time.

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7. Which type of accountability holding mechanism is preferable to you?

a) To the higher authority

b) To the clients

8. How accountability is ensured in your office?

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9. How many levels you have to pass before taking any initiative?

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10. How you consider the activities of your bosses? Could you please share your experience of maintain relationship with bosses?

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11. How frequently bosses discuss matters and seek ideas from you?

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12. Have your ideas been reflected in the final decision of DIP?

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13. In which order information is followed in DIP during making decision?

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14. How frequently customers are consulted in your office to know their opinion regarding service quality of your office?

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15. How you see the provision of taking feedback and ideas from the clients?

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16. How frequently you maintain the predetermined procedures of delivering services?

- a) Often
- b) Sometimes
- c) Rarely

17. Would you please share your opinions regarding maintaining predetermined procedures of accomplishing the task?

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.....

18. How strictly officials' rules and regulations are followed in your office?

- a) Strictly
- b) Moderately
- c) With flexibility

19. How often you solve your clients' problems without consulting your boss?

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.....

20. Do you have power of taking instant initiative or decision to solve your customers' problems?

- a) Yes
- b) No

21. How would you see the provision of break or bypass official rules in order to satisfy clients of DIP?

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22. Are opinions of different stakeholders and clients taken for improving the service provision of DIP? How you see the process of taking stakeholders' opinion during making decision?

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23. Have you received any training program for exercising CC in your office?

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